DOCUMENT RESUME

ED 246 200 CE 039 179

TITLE	Dislocated Workers.
INSTITUTION	National Alliance of Business, Inc., Washington, D.C.
SPONS AGENCY	Employment and Training Administration (DOL), Washington, D.C.
PUB DATE	84
GRANT	99-4-454-98-327-02
NOTE	90p.
AVAILABLE FROM	National Alliance of Business, 1015-15th Street, NW, Washington DC 20005 ($12.50).
PUB TYPE	Collected Works - Serials (022) -- Reports - Descriptive (141)
JOURNAL CIT	NAB Clearinghouse Quarterly; v1 n1 Spr 1984
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Adults; Citations (References); Community Programs; *Demonstration Programs; *Dislocated Workers; Employer Attitudes; Employment; Employment Problems; *Job Layoff; Job Skills; Job Training; Postsecondary Education; *Program Development; Program Effectiveness; *Program Implementation; Reentry Workers; Resources; *Retraining; State Programs; Technological Advancement; Unemployment; Unions; Vocational Education

ABSTRACT

This document is the first issue of a National Alliance of Business publication designed to present proven solutions, cutting-edge strategies, and comprehensive reference materials and to examine in depth in each issue a critical issue related to public/private employment and training partnerships. This first issue addresses one of the most significant problems facing the United States today--the unprecedented numbers of dislocated workers resulting from plant closings, mass layoffs, and other effects of the fundamental restructuring of the national economy. The Quarterly contains four sections. The first section presents an overview of the problem of dislocated workers, with some details on their numbers and possible approaches to helping them. Following this section, the 12 "Bulletins" in this issue illustrate the new types of partnerships and programs being developed by companies, unions, states, communities, private industry councils, and other organizations working cooperatively to pool resources and expertise. Each "Bulletin" includes information on program planning, implementation, governance structure, funding, and results. Problems encountered and innovative solutions are highlighted. The last two sections of the Quarterly contain respectively a bibliography and background materials (state contracts for Title III dislocated workers programs and "WorkAmerica" reprints). (KC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

National
Alliance of
Business

Vol. 1, No. 1
Spring, 1984
$12.50

ED246200

NAB Clearinghouse Quarterly

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

This document has been reproduced as received from the person or organization originating it.

Minor changes have been made to improve reproduction quality.

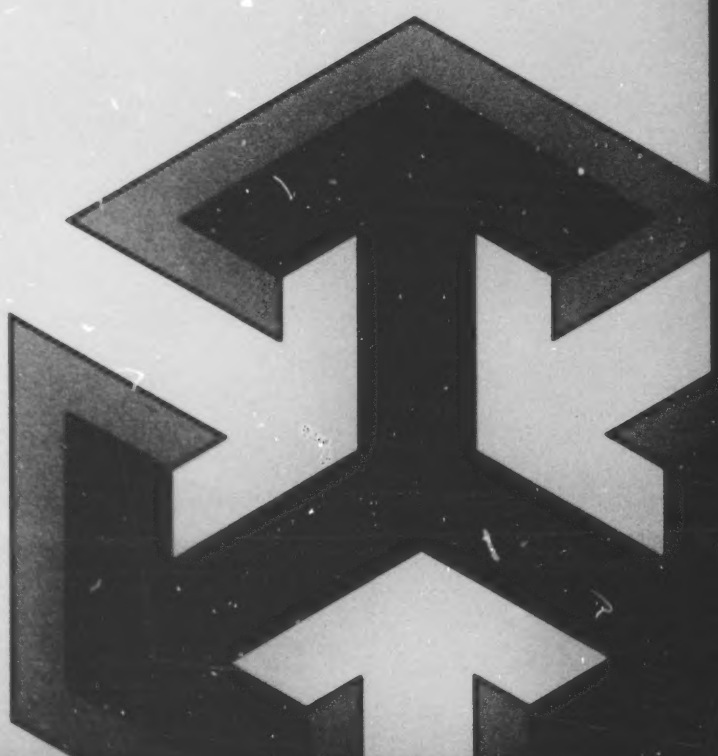
• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL IN MICROFICHE ONLY HAS BEEN GRANTED BY

V Westman

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

CE039179



NAB Clearinghouse Quarterly

Dislocated Workers

Vol. 1, No. 1
Spring, 1984

"The material in this project was prepared under Grant No. 99-4-454-98-327-02 from the Employment and Training Administration, U.S. Department of Labor, under the authority of Title IV, Part D, Section 451, of the Job Training Partnership Act, P.L. 97-300. Points of view or opinions stated in this document do not necessarily represent the official position or policy of the Department of Labor."

Contributors

Ann L. Poritzky
Frances R. Rothstein
Andrea H. Schellman
Virginia E. Wertman

Copies of this publication may be obtained by using the Order Form in the back of this book or by writing or calling the National Alliance of Business, P.O. Box 7207, Washington, DC 20044, (202) 289-2924.

CH/064/1.5
Copyright 1984 National Alliance of Business
ISSN 074-5837

FOREWORD

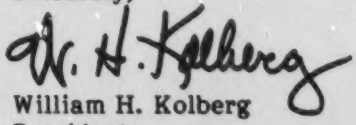
I am pleased to introduce this premier issue of a new National Alliance of Business publication, the **NAB Clearinghouse Quarterly.** Designed to present proven solutions, cutting-edge strategies, and comprehensive reference materials, each issue of the **NAB Clearinghouse Quarterly** will examine in depth a critical issue related to public/private employment and training partnerships.

This first issue addresses one of the most significant problems facing our nation today -- the unprecedented numbers of dislocated workers resulting from plant closings, mass layoffs, and other effects of the fundamental restructuring of the national economy. Although these changes are disruptive for companies, communities, and labor in the short term, the Alliance is working with affected public and private entities to turn these changes into a positive opportunity over time. Productivity improvements, worker retraining, and other responses to massive technological change can only benefit our nation in the long term. The **Bulletins** and other research included in this issue of the **Quarterly** provide guidance to companies, unions, private industry councils, and community organizations in planning, implementing, and managing effective strategies for redirecting the national human resource which dislocated workers represent.

Future issues of the **NAB Clearinghouse Quarterly** will continue to draw upon the NAB Clearinghouse's extensive program research experience, computerized database on employment and training issues and programs, and track record of anticipating and meeting your information needs.

Without the cooperation of individuals around the country in sharing their experiences, the **NAB Clearinghouse Quarterly** would not be a reality. Therefore, we dedicate the **Quarterly** to those men and women who are working through private industry councils, businesses, unions, governments, educational institutions, and community-based organizations to accomplish our mutual goal: helping America work.

Sincerely,



William H. Kolberg
President
National Alliance of Business

Contents

Overview	Page 1
Bulletins	Page 7
Bibliography	Page 63
Background Materials	Page 73

Overview

Major structural changes are sweeping the world economy, uprooting old patterns of production. As a result, many domestic firms are faced with a need to rethink their entire approach to survival. Often, these firms have responded initially by cutting back output, eliminating outmoded facilities, and consolidating operations. These actions led to many plant closings and employee layoffs during the early 1980s. The resulting worker dislocation problem has proven to be a manifestation of the fundamental shifts occurring in world markets, rather than merely the temporary effect of economic cycles. Thus, traditional layoff assistance systems, such as unemployment insurance, fail to meet the needs of the new generation of workers and communities affected by economic dislocations. Companies, unions, and communities are pioneering new modes of labor-management cooperation and public-private partnership to facilitate adjustment during this period of rapid change.

The twelve **Bulletins** in this issue of the **NAB Clearinghouse Quarterly** illustrate the new types of partnerships and programs being developed to address the problem of dislocation. These case studies feature initiatives by companies, unions, states, communities, private industry councils, and other organizations working cooperatively to pool resources and expertise. Many have utilized the funds available through the new Title III Dislocated Worker Program authorized by the Job Training Partnership Act of 1982. Each **Bulletin** includes information on program planning, implementation, governance structure, funding, and results. Problems encountered and innovative solutions are highlighted.

The Dislocation Problem

Unofficial estimates from the Congressional Budget Office (CBO) in early 1984 suggest that between 1.1 and 2.0 million workers have permanently lost their jobs because of structural changes in the economy. The CBO further suggests that from 435,000 to 815,000 of these dislocated workers have experienced more than ten years' job tenure or more than 26 weeks of unemployment -- characteristics which make them likely to face long-term unemployment as well as difficulty finding jobs similar to their previous jobs. Economic dislocation will likely continue as industries shift from old-line production methods and manual production relocates to third world nations where labor costs are low. Jobs paying wages comparable to what many dislocated workers have earned will generally require communication and computational skills which many blue collar workers now lack.

Workers dislocated as a result of plant closures or major workforce reductions differ significantly from most unemployed individuals. Laid-off employees generally have track records of continuous employment, are homeowners and contributing members of the community, have a history of relatively high wages (and therefore are likely to experience more significant earnings losses), and tend to suffer from stress and health problems upon job loss. These characteristics shape their special needs:

- o They need to be convinced of the likelihood that their jobs are over and that they must look at new jobs, often in very different industries.
- o They need job search instruction and assistance because their job-hunting skills are rusty or non-existent.
- o They may need information about retraining opportunities or help with relocating.
- o They often need support to deal with the stresses of their unfamiliar situation before they can get on with the task of finding a new job.
- o They need to learn how community resources can help them until they find new jobs. In general, dislocated workers are unfamiliar with social services in their community.

Programs described in this publication were selected because they are responsive to the special needs of dislocated workers, the communities involved, and the affected industries.

Public and Private Sector Responses to Dislocation

States are now leading public sector responses to dislocation because states play the central role in administering the new Title III Dislocated Worker Program, authorized by the Job Training Partnership Act. For the program year beginning July 1, 1984, Title III provides $167,250,000 in direct federal funding to states for services aimed at re-employing the victims of dislocation. The most important feature of Title III is its flexibility; states have very broad authority over how the program is operated. Funds can be provided to companies, unions, private industry councils, local governments, vocational schools, community organizations, and other entities for assistance programs. Services can include training, counseling, job search, transportation, social services, pre-layoff assistance, and other activities.

The law was designed to give states the opportunity to experiment with different approaches to reducing the effects of dislocation. The cases presented below illustrate that states have indeed developed widely varying models and techniques for assisting dislocated workers. A year and a half after the passage of the Job Training Partnership Act, states have progressed beyond the early planning stages of Title III and are now coping with implementation issues. Key questions now facing states include:

- How to provide technical assistance to help communities, companies, and unions plan effective programs.

- How to work productively with companies and unions, which typically have not provided services in the public employment and training system.

- How to coordinate the resources and services of companies, unions, schools, the employment service, private industry councils, local governments, social service agencies, and other community interests to develop comprehensive programs.

- How to target Title III resources, including issues such as: defining and identifying workers eligible for Title III assistance; allocating funds to areas of need; and reserving funds for plant closings and other unexpected emergencies.

Some states have delegated the major responsibility for planning and implementing adjustment programs to the local level. Private industry councils, units of local government, community colleges, state labor agencies, and other local entities operate many dislocated worker programs. Even in cases where the state retains primary responsibility, local coordination and planning is an essential ingredient of a successful effort. A number of the **Bulletins** presented in this publication, therefore, focus on the role of communities in organizing local responses to economic dislocation.

Private sector strategies for handling dislocation vary widely. More than ever, companies and unions are working together to prevent and cope with worker dislocation. For example, labor-management committees formed at the plant level and also at the corporate-international level increasingly spearhead worker adjustment programs. Many labor-management agreements address worker dislocation, retraining, and re-employment concerns. Companies and unions now face the challenge of implementing such agreements.

The private sector response to dislocation is often tied to the public sector Title III-funded efforts described above. Many companies and unions have joined states and communities to pool resources and coordinate services. In some of the cases presented below, for example, JTPA Title III funds support joint company-union programs to assist terminated workers at the plant level.

Companies are also moving rapidly beyond the first line of defense -- production and cost cutbacks -- toward more aggressive measures to improve productivity, prevent dislocation, and prepare workers for changes in production methods. Companies are redefining jobs in less specialized and more generic ways, cross-training workers in various skill categories, streamlining work flow on the plant floor. Workers and managers are defining new planning and decision-making roles. Workers are being trained to operate and maintain the up-to-date, automated production equipment

which is being installed. These initiatives raise important challenges concerning work rules, personnel management, union and company roles, and worker training programs.

Lessons Drawn From Best Experience

The National Alliance of Business has worked directly with firms, unions, states, and communities to develop assistance programs for dislocated workers. Based on these experiences, the Alliance recommends that the following principles guide the design of worker transition programs:

Comprehensive Services: Because no single approach can help all dislocated workers, a wide range of services should be offered. A comprehensive approach usually includes "self-help" job search assistance, testing and skills assessment, career counseling, personal and financial counseling, job development and employer outreach, job placement assistance, basic education and occupational retraining, and emergency referral and support services.

Assistance Center: All services should be provided or coordinated through a well publicized, centrally located assistance center. Ample space, plenty of free parking and flexible operating hours are important. The assistance center can give affected workers a familiar and supportive atmosphere in which to conduct their job search. This reduces the sense of isolation that can often accompany job loss and encourages contact between each worker and program staff.

Pooled Resources/Coordinated Approach: Companies, labor organizations, community groups, schools, and government programs each can provide access to resources, expertise, and services for a dislocated worker program. Many successful programs have created ad hoc advisory committees or task forces designed to strengthen links among the many organizations that can offer support.

Early Intervention: Intervention prior to employee termination is highly desirable. Early intervention gives workers time to plan new careers and make financial adjustments before they are out on their own. Upon termination, they can then often make the transition to a new job relatively quickly, thus minimizing the financial problems and loss of self-respect that can accompany job loss and inactivity. Also, companies and unions can play a more active role in launching a program while employees are still at the plant.

Overview of the Bulletins

The **Bulletins** in this publication exemplify the principles outlined above and provide case studies of model programs initiated by states, local governments, companies, unions, and community organizations. They are grouped as follows:

State-Initiated Programs: Georgia Dislocated Worker Program, California Economic Adjustment Team, Idaho Dislocated Worker Program, Arizona Statewide Dislocated Worker Program.

Joint Company/Union Programs: Midland Center for Career Development (Jones & Laughlin Steel and the United Steelworkers of America), Midland, Pennsylvania; International Harvester/UAW Outplacement Center, Fort Wayne, Indiana.

Company-Initiated Program: Kawasaki Motors Manufacturing Project, Lincoln, Nebraska.

Union-Initiated Program: Project Challenge, State of Montana AFL-CIO.

Programs Initiated by Community Organizations: Downriver Community Conference Economic Readjustment Program, Wayne County, Michigan; Metropolitan Re-employment Project (St. Louis Regional Commerce and Growth Association and St. Louis Community College), St. Louis, Missouri; Dislocated Worker Program, Lane County and Eugene, Oregon; Region XI Dislocated Worker Center, Des Moines, Iowa.

Additional Resources

For further information and assistance regarding effective approaches to worker re-employment programs and workforce reduction planning, the National Alliance of Business offers the following services and products:

- The NAB Business Consulting Service offers on-site assistance to companies, unions, states, and other organizations in planning, implementing, and securing resources for worker transition programs.

- Planning for Workforce Reductions: A Technical Assistance Guide for Employers provides employers with a clear, step-by-step approach to effective planning for workforce reductions and employee assistance.

- Planning for Worker Re-adjustment: A Technical Assistance Guide for States outlines the state role in planning and implementing dislocated worker programs, with special emphasis on JTPA Title III.

- The Dislocated Worker: Preparing America's Workforce for New Jobs, based on the April, 1983 National Conference on the Dislocated Worker, compiles expert presentations on causes of, and efforts to limit the effects of, worker displacement.

- Dislocated Worker Training Programs under JTPA (Technical Report Vol. 2, No. 9) offers a detailed explanation and analysis of the Job Training Partnership Act of 1982, updated with current funding levels.

- Worker Adjustment to Plant Shut Downs and Mass Layoffs: An Analysis of Program Experiences and Policy Options discusses early aspects of the dislocated worker problem and presents two of the first worker assistance program models.

Bulletins

State-Initiated Programs

Georgia Dislocated Worker Program — Page 8
California Economic Adjustment Team — Page 13
Idaho Dislocated Worker Program — Page 18
Arizona Statewide Dislocated Worker Program — Page 23

Joint Company/Union Programs

Midland Center for Career Development — Page 28
International Harvester/UAW Outplacement Center — Page 33

Company-Initiated Program

Kawasaki Motors Manufacturing Project — Page 37

Union-Initiated Program

Project Challenge, State of Montana AFL-CIO — Page 40

Programs Initiated by Community Organizations

Downriver Community Conference Economic Readjustment Program — Page 44
Metropolitan Re-Employment Project — Page 49
Dislocated Worker Program, Lane County and Eugene, Oregon — Page 54
Region XI Dislocated Worker Program, Des Moines, Iowa — Page 58

National Alliance of Business

Bulletin

#N4-545 June 1984

GEORGIA DISLOCATED WORKER PROGRAM

CATEGORY State dislocated worker program

OPERATORS The Georgia Department of Community Affairs is the administrative agency for all Job Training Partnership Act funds and, as such, distributes the state's Title III funds.

Local recipients of current dislocated worker grants include the Northeast Georgia Area Planning and Development Commission and the Metropolitan Atlanta Private Industry Council, Inc.

SUMMARY The Georgia Department of Community Affairs, the state grant recipient for Job Training Partnership Act (JTPA) funds, retains control of all Title III money. This centralized control allows the Department to funnel significant amounts of money to areas hit by plant shutdowns. The Department also tries, where possible, to link training to economic development, thus increasing the dislocated worker's chance of finding a job on completion of training. The Department has approved two projects during the 1983 program year. One was proposed by the Northeast Georgia Private Industry Council for an area where two textile plants have closed recently and the near completion of the Russell Dam on the Savannah River has increased the number of unemployed construction workers. A second project, proposed by the Metropolitan Atlanta Private Industry Council, trains dislocated workers from the Coats & Clark, Inc. textile plant and a Xerox Corporation repair facility which both began laying off employees in late 1983. The Atlanta-area program is tied to economic development: Workers are trained in aircraft assembly at Lockheed-Marietta. The Metropolitan Atlanta PIC has recently begun another project -- auto production training at The Ford Motor Company's Hapeville plant. Both Lockheed and Ford have begun massive training programs to provide workers for expanded operations over the next few years.

RESULTS Northeast Georgia Area: 71 enrolled; 28 completed; 27 hired (96%); 43 still in training.

Metropolitan Atlanta PIC: No results yet

FUNDING **FY 1983:**

Northeast Georgia: $300,000	Job Training Partnership Act (JTPA), Title III, Secretary's Discretionary Grant
Lockheed-Marietta: $139,000	JTPA, Title III

FY 1984:

Ford-Hapeville Plant: $1 million JTPA, Title III

Matching contributions come from companies' shares of on-the-job training wages and the use of facilities and equipment.

TIME SPAN Northeast Georgia: November 1, 1983 - October 31, 1984

Metropolitan Atlanta Area: December 15, 1983 - on-going

OUTLINE

Background In Georgia, the Department of Community Affairs serves as both the state grant recipient and as the administrator for the Job Training Partnership Act. Community Affairs retains control of Title III money, disbursing it on a project basis rather than by formula to the state's 16 service delivery areas (SDAs). This centralized control allows the state to channel significant sums to a few areas hit by massive layoffs. Dividing Georgia's $1.3 million Title III allocation for the 1983 program year 16 ways would not give any area enough money to adequately cope with a large plant shutdown.

The Department of Community Affairs also prefers that funding proposals link training for dislocated workers to economic development. In this way it insures that workers, once trained, can find jobs.

Even with this centralized control, local initiative still plays a major role in Title III disbursements because Community Affairs itself does not develop projects. Instead the staff responds to requests from groups such as private industry councils (PICs), local elected officials and chambers of commerce, the state employment service, or the departments of Labor and of Industry and Trade, which alert it to layoffs or shutdowns. The head of statewide programs for Community Affairs then meets with industry, private industry council representatives and local officials in the area to suggest how best to develop a proposal that meets the needs of economic development and the dislocated workers. Involving local people at the beginning ensures their support of the project and eliminates the need for local 30-day review of proposals, and allows the Department to respond quickly. For example, when the Social Circle Cotton Mill in Social Circle, Georgia, began laying off its 200 workers in late October 1983, the area chamber of commerce alerted Community Affairs. The head of statewide programs met immediately with representatives of Cannon Mills, Social Circle's parent company; local elected officials and PIC representatives; and local employers about acquiring a grant to retrain workers for other industries. The chief elected officials and the PIC chair wrote the application on Friday, and the grant was approved the following Wednesday.

Management Information System A unique feature of the Georgia dislocated worker effort is the Management Information System (MIS) currently being developed. Run by the state Department of Labor, under contract to the Department of Community Affairs, the system comprises a master file of potential training applicants culled from sources such as the rolls of the Job Service, unemployment

insurance files, employee lists from firms that are shutting down or laying off, and referrals. This master list allows Community Affairs to identify by service delivery area workers who are eligible for training under Titles II-A, II-B and III.

Social Circle/ Elbertson Mill Program

The closing of the Social Circle Mill in late 1983 added 200 dislocated workers to the area's already high number of unemployed caused by the shutdown in October 1982 of the Elbertson Mill in Elbert County. Many former Elbertson workers were still unemployed after a year. Added to this number were construction workers being laid off as the nearby Russell Dam on the Savannah River neared completion.

To meet the needs of this diverse group, the grant proposal identified Social Circle and Elbertson workers as the target group, with the understanding that any excess could be applied to other dislocated workers. A warehouseman, for example, over fifty years old, who was laid off when a Coca Cola bottling plant shut down in Monroe, now receives on-the-job training as a police officer under this program.

The program gives an average of 10 weeks of on-the-job training for 195 participants and classroom training is available for five people. To date, only on-the-job training slots have been filled.

Trainee Profile. Since many younger workers quickly find jobs on their own, the program participants are often older people. Many have less than an eighth grade education, a disadvantage offset to some extent by their stable work histories.

Results. Twenty-seven participants have completed training and found jobs; 43 are still enrolled; one dropped out after completing training. Skills taught include cabinetmaking; materials handling; loom fixing; packaging; wire-border assembling; weaving; spinning; and other, mostly textile-related activities.

Participants earn from $3.50 to $6.75 per hour during training and $3.60 to $7 at entry level. The seven businesses participating so far include a clothing manufacturer, a textile mill, and a furniture manufacturer.

The Lockheed-Marietta Program

The Lockheed-Marietta program, run by the Georgia Department of Labor for the Metropolitan Atlanta PIC, gives 10 weeks of classroom and hands-on training in machine operation to dislocated workers in the Atlanta area. Participants include some of the 310 workers laid off by the closing of a Coats & Clark, Inc. textile plant in Cobb County, Georgia, and a Xerox Corporation repair plant in Fulton County. Training takes place in the Lockheed training facility in nearby Marietta, where the company's permanent training staff provides instruction.

Originally written to provide on-the-job training and individual referral to classroom training, the grant was amended in April to include Lockheed when the company began expanding. Under a performance contract, Lockheed receives $1,625 per participant (25% at enrollment, 40% at completion, 25% at placement, and 10% at 30-day retention). Company matching contributions come from instructors' salaries and the fair market value of equipment and facilities.

Laid-off workers not in training at Lockheed are referred to other on-the-job training slots or classroom training.

Trainees earn no wages during training but receive a stipend of $16 per week for transportation costs. This minimum stipend will increase in program year 1984 to 15¢ per mile for distances over ten miles, $2 per day for lunch, and up to $35 per week for child care.

Results. In April, 24 participants began learning drill operation, structure assembly, blueprint reading, welding, and other skills used in assembling airplane fuselages. Upon completion, they will earn $6.20 per hour at entry-level. A second group is scheduled to begin on June 25, and the company expects to hire 1,200 to 1,500 people in the next two years.

The Ford-Hapeville Program

The Metropolitan Atlanta PIC has also received a FY 1984 grant to train laid-off workers for the Ford Motor Company plant in Hapeville. Ford is in the midst of a tremendous expansion project that will make its Atlanta auto facilities some of the largest in the world. Because of the modernization, the resulting employment opportunities require that recalled workers (who have priority) have customized training.

The program gives one week of classroom training and four weeks of on-the-job training to recalled workers laid off by Ford five years ago. These workers are returning to new jobs in an expanded and upgraded plant equipped with robots. Not everyone who is being recalled is eligible for subsidized training; not all laid-off workers are eligible for dislocated worker assistance. Ford will pay the training costs of those who are not eligible for subsidized training.

The first cycle of 50 trainees began on May 7, to be followed by a second on May 14, and a third on May 21. Thereafter the company will hire and begin to train 50 per day until the end of July, including new hires when the pool of recalls is exhausted.

Trainee Profile. Most recalled workers were the low-seniority group laid off in 1979. This group generally includes younger workers with less experience.

Training Activities. Classroom training takes place at Clayton Junior College in Morrow, with instruction by Ford's permanent training staff. On-the-job training is supervised by workers now employed in the plant. Once the company begins hiring 50 per day at the end of May, trainees who complete the first three cycles will help train the newcomers.

Participants, who are considered Ford employees from the day training begins, learn the skills of auto production assemblers. The three-tiered program trains production workers, who learn to do one job only; utility workers, who learn four or five different jobs; and versatility workers, who learn 14 or 15 different jobs. The JTPA funds reimburse the company for half of the training wages only at the production-worker rate of $12.42 per hour. Ford pays the difference for the higher-paid utility and versatility trainees.

PROGRESS

In Elbert County, the Northeast Georgia Area Planning and Development Commission has begun a survey of contractors involved in construction of the Russell Dam, 33 of whom have already phased out their operations. The survey will identify construction workers laid off by these firms and offer them training under the Social Circle/Elbertson Mill grant.

At Lockheed-Marietta a four-week program will soon begin to train fabricators (less skilled than the machine operators now being trained). Under a performance contract, the program, targeted for former Coats & Clark Inc. and Xerox Corporation workers, will pay Lockheed $720 for each person who completes training. In all, the company expects to hire up to 1,500 in the next two years.

Ford-Hapeville plans to open a second shift and will hire up to 1,500 by the end of July 1984.

PROBLEMS

Recruiting dislocated workers was a problem when the Social Circle/Elbertson Mill program began. Many preferred to use up their unemployment benefits first. As benefits run out, however, more people enroll and are accommodated in the program's remaining 124 training slots. Another problem occurred when laid-off workers went directly to employers, who wanted to hire them immediately, not understanding the need to wait for eligibility determination before JTPA funds would pay half of the training wages.

The only problem to surface so far in the Atlanta programs has been the difficulty experienced by some Coats & Clark workers in transferring after 25 years from textile production to aircraft assembly.

HINTS FOR SUCCESS

- o Get the cooperation of employers who are laying people off. Then the program operator can contact workers in the plant before shutdown. Afterwards they disperse and are hard to find.
- o Use the services of the local chamber of commerce. Chamber representatives can sell local industries on the potential value of experienced dislocated workers. They can also identify potential employers and companies that are expanding or relocating.
- o Streamline the Title III (dislocated worker grant) application and approval process. Delay can prevent early placement, give dislocated workers time to disperse, and make them difficult to find.

PRODUCTS

None

CONTACT

Bob Davis
Section Chief
Statewide Programs
Department of Community Affairs
Atlanta, GA 30303
(404) 656-7392

National Alliance of Business

Bulletin

#N4-424

March 1983
Revised May 1984

CALIFORNIA ECONOMIC ADJUSTMENT TEAM (CEAT), Sacramento, CA

CATEGORY Business retention, re-employment, and economic adjustment assistance for workers, employers and communities.

OPERATORS The California Economic Adjustment Team comprises the directors of California's Employment Development Department, Department of Economic and Business Development, Department of Industrial Relations, Governor's Office of Planning and Research, the Chancellor of California Community Colleges, and the Superintendent of Public Instruction.

SUMMARY The California Economic Adjustment Team consists of the directors of the leading state agencies and institutions that provide services vital to the economic adjustment process following permanent plant closures or large layoffs. One of the key elements is re-employment assistance to dislocated workers. Formalized by state legislation in 1982, the team has three primary areas of activity: early intervention to prevent closure or minimize its impact; plant closure services to affected workers; and economic recovery for affected communities.

The multi-departmental approach enables the represented agencies to pool their resources and coordinate community, company, and labor services to develop comprehensive programs for workers and their communities.

RESULTS There is no comprehensive data available, but thousands of workers have received assistance.

FUNDING Theoretically, the economic adjustment team has access to the combined budgets of its six member departments which have their own funds and can target resources for special projects. The state's Job Training Partnership Act (JTPA), Title III allocation for the 1984 program year is $18.1 million. Of this, 80 percent will be distributed, by formula, to private industry councils. Of the 20 percent held back for special projects, $300,000 has been allocated to the Department of Economic and Business Development to improve coordination with local private industry councils.

TIME SPAN 1980 - present

TARGET AREA Team members offer assistance to any community which requests help to address the effects of plant closings considered major in terms of either the number of layoffs or the economic impact on the community.

OUTLINE

Background

The California Economic Adjustment Team assembled in 1980 in response to a recommendation made by the Governor's ad hoc task force on plant closures. The task force was appointed in the fall of 1980 to study the rising number of plant failures occurring in California and to suggest actions the state might take to deal with them. Task force members included the directors of the Employment Development Department, the Department of Economic and Business Development, the Department of Industrial Relations, and the Governor's Office of Planning and Research. These directors concluded that the effects of the shutdowns might be minimized if the agencies pooled their expertise and funds whenever possible.

Initially, the agencies formed the team voluntarily. In 1982, however, state legislation formalized the California Economic Adjustment Team and mandated that the Superintendent of Public Instruction and the Chancellor Office of California Community Colleges also join the team.

ACTIVITIES

The economic adjustment team offers three general types of assistance: preventing company closures or shutdowns through early intervention; helping workers and local communities through comprehensive assistance services; and aiding economic recovery. The Department of Business and Economic Development is most directly active in the first and third and the Employment Development Department in the second. The other member agencies assist when and where appropriate. For example, the educational agencies cooperate by scheduling short-term intensive training outside the normal academic calendar and by granting credit for previous work experience.

Efforts are underway to improve coordination with services and programs available through local private industry councils. In order to improve collaboration, a $300,000 JTPA, Title III grant to the economic adjustment unit will identify gaps between private industry council-sponsored training and other economic development efforts. Eventually workshops will be offered in conjunction with the state's job training partnership office to help private industry councils link training with economic development. Because the state allocates 80 percent of its JTPA funds for dislocated workers to the private industry councils on a formula basis it is important that the councils target training programs to healthy, stable or expanding industries.

Early Intervention

The California Economic Adjustment Team, as such, is not notified of a company closure; one of the member agencies might be. Member departments learn about impending shutdowns in a variety of ways including company notification, rumor, the Job Service, newspaper coverage, and monitoring mechanisms with in the agencies.

The Department of Business and Economic Development, for example, watches high-risk industries in the state for warning signs of failure. The Employment Development Department keeps informed of potential closures through its network of field offices.

Once aware of an impending closure, the Department of Economic and Business Development contacts the company to find out the reasons. The department can offer assistance which might prevent the shutdown including help solving problems such as productivity; the need for new land, a new owner, or a loan; divestiture; waste water treatment and others.

If closure is inevitable, another aspect of early intervention is to make the shutdown as painless as possible for the company, the workers and the community.

Both the California Chamber of Commerce and the California Manufacturers Association have assisted this process by endorsing the policy of voluntary early notification of impending shutdown whenever possible, and both organizations have published booklets suggesting guidelines for work force reductions.

Plant Closure Response

If the closure cannot be prevented, the Employment Development Department, through its field offices, steps in to help coordinate worker assistance services. Pre-closure activities primarily involve services which attempt to address the immediate and long-term needs of dislocated workers and the affected community. Immediate needs may include finding a source of income, interim employment, and counseling. Long range planning might include retraining or relocation.

One of the first steps is to establish a community response task force that pulls together available community resources such as counseling from social services agencies, retraining through the local school system or community college, and job training or placement services from private industry councils.

In some areas local private industry councils take a lead role in organizing a response to the closure. Where the councils have had less program experience, the Employment Development Department provides assistance in coordinating existing services.

The Re-Employment Center. The dislocated worker re-employment center offers workers a variety of services such as skills assessment, instruction in job-finding techniques, job development, retraining opportunities and personal and financial counseling. These centers are typically located as close to the closing firm as possible -- preferably right on the premises or in the union hall -- because workers are more inclined to use the center if it is in familiar surroundings.

If the center does not open until after the closing, laid-off workers are less likely to use it because they either are unaware of the center's existence or doubt its value.

Program Models. Although readjustment programs are tailored to the needs of the locality, firm, and workers involved, most projects follow one of two basic formats: the employer-based model or the community-based model.

In the employer-based model, the affected firm works with economic adjustment team members to provide services to its workers. The company might offer financial or in-kind contributions to help develop and staff a dislocated worker center. The company might also help develop jobs for its

former employees through promotional mailings and loaned executives. Companies which have offered significant resources include Kaiser Steel, Ford Motor Co., General Electric and Del Monte Corporation.

If an employer is unable or unwilling to provide readjustment services, a community-based model may be more appropriate. In this instance local community leaders set up a task force of representatives from government, labor, business, and community organizations to provide services to the dislocated workers. A recognized community leader with the ability to motivate people and secure needed resources is critical to the success of this model.

A third format is the worker-based model in which laid-off employees initiate and coordinate worker assistance services.

Economic Recovery

The idea of integrating economic development into plant closure assistance efforts has evolved during the past four years. In this arena, the Department of Economic and Business Development tries to aid business expansion, industrial attraction, the development of new ventures, rural business development, and coordination with private industry councils.

The department is enlarging its technical assistance role through studies which provide early warning about California's lagging industries. It is also working more closely with local economic development agencies, the Employment Development Department, and private industry councils to help communities identify and attract industries which complement existing businesses and draw on available workers' skills. Recent experience indicates that community response teams remain functional after plants shutdown but that they begin to operate as economic recovery teams. The Department of Economic and Business Development is working with these response team to help them move from plant closure assistance efforts to economic development efforts.

PROGRESS

The representatives from member agencies meet less often now than they did when the California Economic Adjustment Team was first established. However, the team's evolution into an informal network rather than a formal committee has improved the state's plant closure response by establishing the mechanism and precedent for rapid interagency communication. In fact, the time needed to develop projects has dropped from several months to several weeks.

The member agencies are in the process of improving the integration of their services into the programs run by local private industry councils and funded through the Job Training Partnership Act.

Since the California Economic Adjustment Team's formation in December 1980, team members have collaborated on at least 41 projects, providing assistance to thousands of workers and 55 firms. In each case, the team brought together a unique set of organizations and funding sources to develop a program tailored to the specific circumstances of the closure.

The state's successes and flexibility have encouraged an increasing number of failing firms to voluntarily notify the state of their intentions to close.

PROBLEMS Despite the team's successes, member departments are sometimes unable to coordinate the services with the competing interests of several major state agencies. Some projects on which members might have collaborated were instead handled by only a few of the member agencies.

The team must rely primarily on staff and funds contributed by its member agencies. This means that the coordinated activities are determined by each agency's willingness to contribute staff and resources to a project.

PRODUCTS Planning Guide for Communities Facing a Plant Closure or Mass Layoff is available from the Planning Office, Employment Development Department, 800 Capitol Mall, MIC 21, Sacramento, CA 95814.

"Plant Closings and Mass Layoffs: Options for Community Response," is an information packet available from the Department of Economic and Business Development, 1030 13th Street, Suite 200, Sacramento, CA 95814.

CONTACTS

Mari Ennis
Business and Interagency Programs
Employment Development Department
800 Capitol Mall, MIC 37
Sacramento, CA 95814
(916) 445-0461

Al Gianini
Manager, Economic Adjustment Unit
Department of Economic and Business Development
1030 13th Street, Suite 200
Sacramento, CA 95814
(916) 322-1515

National Alliance of Business

Bulletin

#N4-472

September 1983
Revised June 1984

1983 NAB AWARD WINNER

IDAHO DISLOCATED WORKER PROGRAM, Kellogg, Idaho

CATEGORY Job search, retraining, relocation, human services, and economic development activities to help dislocated workers.

OPERATORS Silver Valley Economic Development Task Force, Region I Private Industry Council, and Idaho Workers Opportunity Network

GROUPS INVOLVED Region I Private Industry Council (PIC; state departments of Health and Welfare, Agriculture, Employment, Economic and Community Affairs, and Vocational Education; Office of the Governor; AFL-CIO Boilermakers' Local 520; local chambers of commerce; state vocational technical schools; and a variety of local social service agencies in the Silver Valley area.

SUMMARY The closing of the Bunker Hill silver mine in Idaho's Silver Valley left nearly 3,000 workers unemployed in the one-industry area. To combat this massive unemployment, the governor appointed a Silver Valley Economic Development Task Force to coordinate the use of state and federal aid. Supported by the resources of state departments, the local task force established job search clubs, provided needed social services, started retraining programs, and began economic development and diversification projects. Its efforts have so far brought the unemployment rate down to around 8.3 percent from a peak of 34 percent in late 1981.

FUNDING 1981-83: $1,656,000 from a variety of sources including the Comprehensive Employment and Training Act, the Idaho Department of Vocational Education, Idaho General Revenue funds, Community Development Block Grant, Economic Development Administration, and Idaho Travel Commission.

FY 1984: $215,000 Job Training Partnership Act (JTPA), Title III funds finance services available to Kellogg residents among others. The local private industry council also uses JTPA funds to serve dislocated workers.

Program year 1984: $260,000 JTPA, Title III funds will be used in part, to run a Kellogg-based program. Other JTPA-funded services will be available through the region's private industry council.

TIME SPAN August 1981 to present. The Silver Valley Economic Development Task Force has been disbanded, but other state and local groups are continuing many of the projects it began, as well as initiating other activities to help dislocated workers.

OUTLINE

Background Shutdown of the Bunker Hill silver mine brought economic disaster to over 2,600 laid-off workers in the one-industry Silver Valley in the Idaho panhandle. A ripple effect forced further layoffs in area small businesses as the purchasing power of customers disappeared. In all, over 3,000 workers lost their jobs.

To combat the problem, Idaho marshalled every resource -- federal, state, and local -- to cooperate with the Silver Valley Economic Development Task Force, headed by the president of Osburn Drug Company in Osburn, Idaho. The task force, which included a cross section of local business people, union representatives, and elected officials, undertook five broad-based tasks:

- to explore bringing new business to the area;
- to provide human services, including training programs, food stamps, welfare and unemployment payments, and counseling;
- to find a buyer for the mine;
- to coordinate recovery activities in Silver Valley's 14 towns, which had never before worked together as a community; and
- to handle public relations by keeping the citizens informed and establishing a rumor hot line.

State support of the local task force came from the Governor's sub-cabinet on economic affairs, whose members accompanied the Governor to Silver Valley the day after the closing was announced. Consisting of the directors of state departments of Health and Welfare, Agriculture, Employment, Economic and Community Affairs, and Vocational Education, the sub-cabinet on economic affairs was set up in 1978.

The Governor appointed his special assistant to work full-time coordinating the state support of the local Silver Valley Economic Development Task Force. A special assistant continues to review and make recommendations on services to dislocated workers in the Silver Valley area.

Human Services Under the direction of the task force, a number of activities were undertaken to deal with the human problems arising from massive unemployment.

The Idaho Job Service assigned a full-time labor market analyst to the area to advise dislocated workers about job opportunities locally and nationwide. About 300 maintenance mechanics, whose skills were easily transferrable, found jobs in other parts of the country.

The Job Service also transferred 25 employees to the area to help process unemployment claims and run job search clubs.

Job Opportunity Groups

Consultation with the University of Utah, which had researched the subject, revealed that job search clubs were considered nationwide one of the most effective means to deal with large-scale unemployment. In the first two years Silver Valley job clubs, called Job Opportunity Groups, helped 511 dislocated workers -- many in their 50s and never before out of work -- accept the reality of unemployment, rebuild their self-esteem, and begin to look for work. Intensive two-week workshops taught participants to locate job openings, prepare resumes and interview for jobs. Of these, 195 found jobs almost immediately; another 73 enrolled in skills-training courses.

Retraining

Funds from the Comprehensive Employment and Training Act, the state Department of Vocational Education, and the Trade Readjustment Act were used to retrain 139 laid-off workers in a variety of skills, such as computer programming, refrigeration and air-conditioning repair, welding, heavy-equipment operation, and even shoeing horses and deep-sea diving. Whenever a job opening occurred someone was trained to fill it, primarily by state vocational/technical schools. As of June 1983, 85 retrained workers had completed retraining and found jobs.

Idaho Workers Opportunity Network

The state AFL-CIO has a Job Training Partnership Act, Title III grant to operate three assistance centers for dislocated workers. The centers offer dislocated workers skills assessment, counseling, workshops teaching job search skills, classroom and on-the-job training through the state vocational schools and relocation assistance.

The program has a $215,000 grant this year and has been awarded $260,000 for the program year beginning on July 1. The Coeur d'Alene site, 30 miles from Kellogg, is accessible to dislocated workers living in Kellogg. On July 1, the Couer d'Alene office will close and a center in Kellogg will open.

Region I Private Industry Council

The Silver Valley area is part of the Region I service delivery area under the Job Training Partnership Act. The local private industry council has targeted dislocated workers for training and employment services. Although the council does not have a special Title III grant to fund dislocated worker programs, laid-off workers will have priority for enrolling in regular training programs.

Diversification

Economic diversification has proved to be the most promising avenue to economic recovery in the one-industry Silver Valley. A $700,000 Economic Development Administration and Idaho Community Development Block Grant revolving loan fund enabled the Panhandle Development Corporation in Kellogg to make loans for three projects aimed at diversifying the area's economic base:

Mine Fabrication Machines. Set up by two former machine-shop workers at Bunker Hill, Mine Fabrication Machines rebuilds parts for heavy machinery. The company at present employs five people, in addition to the two owners, and expects to hire at least four more in the near future.

Lincoln Mint. Making silver medallions, ingots, and commemorative coins, the Lincoln Mint began production in August 1983 with six employees. It will employ 18 to 20 workers when it reaches full operation.

Master Arts Corporation, Inc. With a loan from the Panhandle Development Corporation and a grant from the Department of Vocational Education, Master Arts Corporation (along with the local community college and the Job Service) trains laid-off Bunker Hill workers and other participants to design, build, and repair jewelry. Begun in March 1981, Master Arts employs 14 people and expects shortly to hire five more. The training facility, located in a remodeled school in Kellogg, has space for seven shops where visitors can see the local craftspeople at work and buy their wares. Two shops are already in operation: an art gallery run by a former Bunker Hill worker, and a silver shop run by a Master Arts graduate.

Tourism. Both the Lincoln Mint and Master Arts Corporation are important to Silver Valley's growing tourist industry, another aspect of its economic diversification. To attract tourists passing by on Interstate 90, the task force put signs at each end of town that in 1982 attracted 5,000 visitors to the Sierra Mine Tour and museum in Wallace. With a $6,000 grant from the Idaho Travel Commission, the task force has advertised in area motel and hotel rooms and expect to bring in 12 to 15 thousand visitors in 1983. The influx of tourists has led, in turn, to the proliferation of arts and crafts shops, all contributing to diversification.

PROGRESS

The growing tourist industry in Silver Valley has spurred interest in building hotels, motels and other facilities that will promote the area's outdoor recreational facilities.

Encouraged by the success of the job opportunity groups, the Job Service has trained its office staffs in 20 other Idaho locations to offer similar programs.

The closing of the Bucyrus-Erie heavy manufacturing plant in Pocatello in 1983 idled 500 workers. The Idaho Workers' Opportunity Network of the AFL-CIO, using funds from the Job Training Partnership Act, Title III, developed dislocated workers programs similar to those which proved successful in Silver Valley.

PROBLEMS

The jobless rate in Silver Valley is still high, though down from a peak of 34 percent in December 1981. Diversification, retraining, and relocation should gradually lower this figure.

Many of the jobless in the Silver Valley are third- and fourth-generation mine employees and, therefore, reluctant to move to other areas, even after retraining for jobs only available out of the area. Training providers are now more careful to screen trainees to ensure that they will relocate, if necessary, after finishing their training.

Many dislocated workers have exhausted their unemployment insurance benefits and are no longer counted in the unemployment statistics. This means that the statistics used to compute state Title III allocations do not reflect the severity of the jobless rate.

An early problem was the length of time the task force spent on fruitless efforts to find a buyer for the mine and to lure new industry to the valley. A consortium of Idaho business people eventually bought Bunker Hill but have not yet reopened it; and the purchase owed nothing to the task force's efforts. An out-of-the-way location and a history of labor troubles going back to the nineteenth century have discouraged new industries from locating there.

HINTS FOR SUCCESS

- o Let the local community take charge. State and federal efforts should support local initiatives.
- o Emphasize job search activities. These proved to be the most successful programs in Silver Valley.
- o Try economic diversification in one-industry areas.

CONTACTS

Jim Probasco
Chief, Employment and Training
Program Bureau
Idaho State Department of Employment
317 Main Street
Boise, Idaho 83735
(208) 334-2624

Ms. Gaetha Pace
Special Assistant to the Governor
State House
Boise, ID 83702
(208) 334-3133

National Alliance of Business

Bulletin

#N4-547 June 1984

ARIZONA STATEWIDE DISLOCATED WORKER PROGRAM, Phoenix, Arizona

CATEGORY Statewide dislocated worker program

OPERATORS Pima County Employment and Training Administration, Central Arizona Association of Governments, Maricopa County Community College District

SUMMARY The Arizona Dislocated Worker Program offers job search assistance workshops, placement services, classroom training, on-the-job training (OJT), relocation assistance, and behavioral health services to laid-off workers statewide. Three regional centers, two in the major urban areas of Phoenix and Tucson and a third in the town of Globe, are supported by satellite centers convenient to all program applicants in the predominantly rural state. This organizational structure fits Arizona's population and industry profile: a few metropolitan clusters with concentrated populations and rural areas which are suffering from large closures. The program design draws people to areas where the jobs are.

Staffed by a single field worker, satellite offices can be easily opened or closed on short notice, thus giving the flexibility for quick response when the need arises. Each regional center, with its satellites, is run by a different program operator: a county employment and training administration, a consortium of county governments, and a community college district. Monthly contractors' meetings, where participants exchange information and share problems, help build a sense of unity in this diverse group.

RESULTS Statewide figures: 1,153 enrolled in the program; 114 placed directly (without training); 231 in classroom training now; 99 have completed classroom training; 42 placed after classroom training; 32 in on-the-job training.

FUNDING

$1,900,080	Job Training Partnership Act (JTPA), Title III
$ 124,666	Emergency Jobs Bill funds
$ 310,000	Behavioral Health Division, Arizona Department of Health
$2,334,746	TOTAL

Matching contributions come from unemployment insurance payments; state funds supporting community colleges, when costs to a college exceed payments per participant by the program operator; donations of office space by city governments and school systems; and donations of time by advisory committee members -- private industry council (PIC) members and labor, business, and community leaders.

TIME SPAN October 1, 1983 - September 30, 1984. Program began serving clients on January 1, 1984.

OUTLINE

Background In the last several years, Arizona has been hard hit by layoffs and shutdowns in the mining industry throughout the state: More than 5,000 mine workers are estimated to be unemployed. In addition, the devaluation of the peso has brought economic disaster to the retail trade in the border area. Mexicans no longer find economic advantages in crossing to shop in the United States. Finally, in the northern part of the state, the decline of the lumber industry, due to high interest rates and the resulting fall in construction, has meant high unemployment there. In 1983, an estimated 27,000 Arizonans were eligible for dislocated worker assistance.

To meet the needs of its dislocated workers, the state established three regional employment centers: two in its only major urban centers, Phoenix and Tucson, and a third in the city of Globe where the high concentration of mines has resulted in especially large numbers of unemployed. To better reach the widely scattered, predominantly rural population, each regional center is supported by a series of satellite offices, usually staffed by one person. Each satellite operates under sub-contract to the program operators of the regional centers. At present the Phoenix and Globe centers have three satellite offices each, and the Tucson center has two. The great advantage of these satellites is flexibility. They can be quickly opened and closed as need dictates. The Globe center, for example, has just closed its satellite office in Kearney and is opening one in Casa Grande, where recent mine closings and an influx of new business offer opportunities for an economic development linkage. Hereafter, an itinerant intake officer will visit the Kearney office twice a week to serve any remaining dislocated workers. A further advantage is that a satellite is within easy reach of people who, after long unemployment, lack money for trips to Phoenix, Tucson, or Globe.

Recruitment Recruitment takes a variety of forms, including brochures and flyers placed in state Job Service offices and public service announcements on radio and television. Whenever a company allows, the program operators, along with representatives of the Job Service and the unemployment insurance office, meet with workers in the plant and do intake and assessment on the spot. At the same time, workers learn how to register for unemployment insurance and to use the Job Service facilities.

Program Activities With three program operators, the Arizona Dislocated Worker Program offers a rich variety of training schedules and on-the-job training plans to employers and service providers. The Maricopa County Community College District is a typical example of how a program operator provides services.

Intake Centers. Each regional and satellite office serves as an intake center where dislocated workers go to enroll in the program. Since the program has no service-delivery-area (SDA) residency requirements, applicants simply go to the most convenient office. After assessing and certifying Title III eligibility, the staff members counsel the applicant, looking at job history, skills, and

hobbies, and prepare an employability plan that details what the applicant needs to do to get a job -- for example, receive classroom or on-the-job training (OJT), attend a job search workshop, or apply for relocation assistance. The counselor and the applicant consult and choose the best activities for the particular case.

Job Search Assistance Workshops. Job search assistance workshops, run by regional and satellite office staffs, teach participants to write resumes and cover letters, complete application forms, and go through interviews. Workshop format varies: some last half a day; at the other extreme, workshops last from 8 a.m. to 5 p.m. for three days. Class size ranges from 10 to 20 participants. In the Tucson regional center anyone calling employers can use the telephones free of charge.

Job Placement. Those who already know how to write resumes or fill out applications and those whose unemployment benefits have run out go directly to job placement. All three regional centers and several of the satellite offices have access to the Job Service microfiche, listing job openings statewide. Office staff help participants read the microfiche and set up appointments. The satellite offices in Yuma, Kingman, and Flagstaff are located on the Job Service premises.

In addition, staff job developers telephone, write, or visit potential employers, seeking to place program participants. So far, 40 dislocated workers in the Phoenix area have been placed directly in such jobs as truck driver, electrician, maintenance worker, and assembler.

Classroom Training. Some classroom training is done in regular community college classes. More often, however, the college devises a fast-track program for participants. (Dislocated workers have time to attend school all day, but they want to finish in three months, not two years.) In other cases the program operators use the services of state vocational education or community college skills centers or private training providers. Classes offered so far include training for industrial electricians, computer programmers, mobile phone technicians, word processors, data-entry operators, truck drivers, and diesel mechanics. In the Phoenix area, the program operator limits costs to $1,500 per participant. Where costs exceed this amount, service providers have shown great creativity in helping trainees qualify for Pell grants, scholarships, and student loans to make up the difference.

On-the-Job Training. In general, on-the-job training (OJT) contracts are written with small companies that hire two or three dislocated workers. Most last about three months because workers already have a skill and simply need a brief upgrading. A machinist in a copper mine, for example, may need only one-and-a-half or two months training on a computerized numerical control machine. Or mine welders may need three or four weeks training before taking the certification test that allows them to begin entry-level work. As with classroom programs, the Maricopa program operator tries to serve as many dislocated workers as possible by writing a large number of short OJT contracts, instead of a few long-term ones. The OJT reimbursements to employers average $700 each.

Relocation Assistance. The program offers up to $650 for relocation assistance to those with bona fide job offers anywhere in the United States. In addition, funds are available to buy gas for job seekers, many of whom have been unemployed for two years or more and have exhausted their funds. Participants can also get support for job tryouts. For example, if a dislocated worker in rural Arizona finds a job in Phoenix or Tucson, the program will help support that person until he or she is sure the job will last and that it's safe to move the family to the city.

Behavioral Health Services. Each regional center contracts with a nearby mental health clinic to provide services in crisis intervention, stress management, and family counseling, given in groups or on an individual basis, depending on need. Participants in group sessions learn to look for signs of stress, like excessive drinking or reluctance to share feelings. Those suffering stress tend to make excuses not to come home or to avoid family functions such as parents' night at the children's school.

PROGRESS

The Job Training Partnership Act has funded the program at its present level for the period from October 1, 1984, to July 1, 1985. The funds from the Emergency Jobs Bill and the Arizona Department of Health will not be available next year. Nevertheless, the JTPA Special Programs Officer is optimistic about maintaining the present level of services because there will be no start-up costs next year and because the funds need to cover only nine months of operation.

Further evidence of progress comes from the exemplary records of classroom trainees in the Globe area. Of those who completed, 30 made the Dean's List, and 10 were on the President's List.

PROBLEMS

Because the Dislocated Worker Program represents a departure from traditional employment and training programs in Arizona, several problems have arisen. Many companies, distrusting what they see as possible government interference, are reticent about divulging their closing plans. As the program develops a favorable track-record, however, their trust is growing.

A further problem has been the need to train field workers, who often do not realize that Title III participants, many in their mid-thirties and employed since high school, have different needs from those of disadvantaged clients assisted under JTPA Title II or the Comprehensive Employment and Training Act (CETA). The already skilled dislocated workers usually need job search assistance or short upgrade training, not lengthy classroom and hands-on work.

Finally, certain program participants have specific problems and require individual counseling by the intake case officer. Electricians or heavy equipment operators who made $30,000 per year in the mines have difficulty accepting, first, that after 25 years their skills need upgrading before they can work in other industries and, second, that working in other industries they will earn less than they did in the mines. Another group, those with bachelor's or master's degrees, who held supervisory or technical positions, are sometimes

offended at the suggestion that they should retrain for less prestigious work if they want to find jobs in the local area. A third group with problems consists of those who are unwilling to accept training because they are convinced the mines will reopen.

HINTS FOR SUCCESS

- Design a statewide program for dislocated workers. In this way, rural and urban areas can share training facilities and job opportunities.
- Keep the system flexible. Arizona's urban regional centers, supported by rural satellite offices, allows for quick response to local need.
- Retain a certain amount of discretionary money at the state level to allow quick response to unforeseen emergencies. Arizona kept back $180,000 of 1983 funds. This allowed the state to staff a temporary satellite office when the Baghdad mine closed in an isolated area three hours from the nearest regional center, one of the few places in the state not in the jurisdiction of any center. Amending the contract for the nearest center would have meant a month's delay in serving the laid-off workers.
- Have monthly contractor meetings, where regional center and satellite staffs can be trained in the special needs of dislocated workers, share information, and develop a sense of unity.

PRODUCTS None

CONTACT

Vickey Ricketts (Site Code 920Z)
JTPA Special Programs Manager
1300 West Washington
P.O. Box 6123
Phoenix, AZ 85005
(602) 255-3957

National Alliance of Business

Bulletin

#N4-524 June 1984

THE MIDLAND CENTER FOR CAREER DEVELOPMENT, Midland, Pennsylvania

CATEGORY Dislocated Workers

OPERATORS Jones & Laughlin Steel Corporation and United Steelworkers of America

SUMMARY The Jones & Laughlin Steel Corporation and the United Steelworkers of America (USWA) administer a Labor/Management Community Training Fund which supports the Midland Center for Career Development. Serving workers displaced by the shutdown of the Crucible Steel Plant in November 1982, the Center runs a variety of outreach, marketing, job search assistance and retraining programs. Job Training Partnership Act, Title III discretionary funds will be used to improve coordination among Pennsylvania, West Virginia, and Ohio -- the three states in which the displaced workers reside.

RESULTS 395 have gone through the program. To date, 107 completers have obtained jobs and 136 are in training programs. These figures change daily.

Average starting wage: $7.97/hour

FUNDING Program year 1984:

$ 10,000/month	Labor/Management Community Training Fund
$1.1 million	JTPA, Secretary's Discretionary Funds
$429,000	JTPA, Pennsylvania Title III Funds

TIME SPAN September 1983-present

OUTLINE

Background Crucible Steel, Inc. was the only major employer in Midland, Pennsylvania, when it closed its plant in November 1982. The closure had a dramatic impact on the unemployment rates in a three-state area. In Beaver County, Pennsylvania, the rate rose from 7.4 to 21.1 percent by May 1983; in Columbiana County, Ohio, it rose from 8.1 percent to 17.9 percent, and in Hancock County, West Virginia, it rose from 7.8 percent to 20.3 percent.

In the spring of 1983, Jones & Laughlin Steel purchased the Midland plant from Crucible and gradually built a workforce of about 215 hourly workers and 50 salaried employees. While some modest growth is expected, significant expansion is unlikely. Hence, most of the Crucible workers face permanent

displacement. In an effort to help these workers find jobs, Jones & Laughlin Steel and the United Steelworkers of America, Local #1212, jointly created the Midland Center for Career Development as a multi-service assistance center for dislocated workers in the tri-state area. The first phase of the center's operations concentrated on job search assistance. The activities are now expanding into career counseling and education, retraining, and economic development.

Governing Structure

A labor-management committee and an advisory committee which represent the company, union, and community form the center's two-tiered governing structure.

Joint Labor-Management Committee. With four representatives each from Jones & Laughlin Steel and the United Steelworkers, this committee administers the Labor/Management Community Training Fund and all other program activities. It has responsibility for policy, personnel decisions, program mix, budget allocations, monitoring and oversight, as well as coordination with company and union officials, community groups, and local, state, and federal agencies.

Advisory Committee. An advisory committee comprising business, labor, civic, religious, academic and other community leaders provides assistance with job development and job placement through employer and union outreach; access to social, medical, and psychological support services; financial and in-kind contributions; coordination with federal, state, and local economic development activities; and operation of specific youth-oriented programs for the families of affected workers (e.g., career awareness programs, scholarship funds).

Funding

Through the Labor/Management Community Training Fund, Jones & Laughlin Steel contributes 75¢ for each hour worked by an employee covered under a collective bargaining agreement. Averaging $10,000 a month, these funds have supported the program and the broad array of services it offers. In-kind support from the union includes the physical facilities, office furnishings and some secretarial support. Two JTPA Title III grants have recently been awarded to the Center.

Staff

The Midland Center for Career Development employs a director, two employment and training counselors/trainers, and a secretary full-time. Three part-time staff include a development counselor on loan from the State of Pennsylvania, a job developer, and a career counselor.

Participant Recruitment, Assessment, Selection

Since the Crucible Steel plant had been closed for ten months prior to the center's opening, a variety of means have been used to let workers know about available services. These include mass mailings; television, radio, and newspaper ads; and an outreach study of over 500 workers. The center serves anyone who requests assistance. The staff uses a battery of aptitude tests and

a new system of occupational exploration developed by the U.S. Department of Labor to determine an appropriate program for each worker. (The average participant has been a white male, 41.4 years old, with a two-child family, and 12.1 years of education.)

Public Relations

The Midland Center has gained support for its programs among workers, the local communities, and the three state governments through an effective public relations campaign. The staff works with 50 different media groups representing television, radio, and newspapers. Public service announcements on TV and radio, staff interviews on radio talk shows, and numerous feature stories in area newspapers have all elicited positive reactions to the center's programs. Furthermore, the center's adult education course, which prepares workers for the GED as a prelude to retraining programs, was recently featured on a nationally-televised morning news show.

Plans are underway for a "Spring Fling Festival," to foster community feeling and boost morale. This one-day free event will offer games, food, performing arts, and movies for workers and their families. These activities increase the entire community's awareness and acceptance of the center's offerings. They not only serve as an indirect means of participant recruitment, they also stimulate the business community's interest in hiring program "graduates."

Outreach Study

Carnegie-Mellon University undertook an "outreach study" that gathered information on the characteristics of the local workforce and produced an inventory of workers' needs. Fifteen former Crucible employees received intensive training as peer outreach counselors before beginning the door-to-door survey. During interviews with 518 workers, they not only asked questions, they also provided information on the services available from the Midland Center and social service agencies in Pennsylvania, Ohio, and West Virginia. The analysis of the data is not yet complete, but the preliminary results have indicated that workers are most in need of job search assistance, occupational skills upgrading, and financial assistance. The Midland Center for Career Development has tailored its offerings to respond to these needs.

Job Search Assistance

Since the center's inception in September 1983, job search assistance has been provided to 395 workers through a traditional job club approach. Approximately 15 to 20 persons meet for three weeks in a club, which consists of a one-week classroom workshop and two weeks of individualized, structured activities in a job search resource center. The classroom trainers instruct participants in job search skills, informally assess the each person's needs, and share this information with the job search center staff. The staff is then prepared to help workers take maximum advantage of the center's offerings.

The main purpose of the job search club is to help people move into new jobs and, if possible, into new industries. Dislocated workers often have difficulty accepting that they are permanently laid-off and that they must adjust to new jobs, pay levels, lifestyles, and sometimes locations. Even more often they lack the information, skills and support required to make the necessary transition.

The job search club addresses these problems by teaching workers to assess their skills and target jobs in the labor market, develop a network as a primary source personal support and of job leads, use the telephone to gather information and to secure job interviews, write a skills profile, complete a job application, and interview successfully.

The National Alliance of Business (NAB) and the AFL-CIO Human Resources Development Institute (HRDI) helped the center staff develop the job search club. The job clubs will continue with funding from JTPA Title III grants.

Adult Education

As part of its expansion efforts, the center has added an adult education program. By contracting with area schools, the center ensures that displaced workers receive the basic skills and education vital to new jobs. The program prepares workers, who do not have high school diplomas, for the GED (high school equivalency exam).

Economic Development

With some technical assistance from the National Alliance of Business, the center is gearing up to help coordinate economic development activities in the tri-state area. The area has a number of organizations trying to entice employers to locate there. To foster collaboration and eliminate duplication of effort among these organizations, the center staff aims to serve as "brokers" of economic development activities.

The Tri-State Model

As a result of an early March meeting of the center staff, state representatives, and a Labor Department official, Pennsylvania will take the principal role for administering the Title III grants pooled from the three different states for a Tri-State Dislocated Worker Porgram. All of the funds for the project will be devoted solely to occupational skills training; no administrative costs will be provided by the grants. Nevertheless, the Midland Center will take responsibility for working out the training contracts with area schools. The project goal is that 3,200 former Crucible workers participate in the training.

PROGRESS

The large number of Crucible Steel workers who have been contacted and their interest in participating represents significant progress, considering the length of time between the plant closing and program implementation. The placement rate is encouraging, given the high rate of unemployment in the area and workers' reluctance to look for jobs outside the steel industry. Only six people found steel industry jobs; the others now work in such diverse areas as sales, insurance, and the federal government. Four have relocated. In addition, the starting wage, at $7.97 per hour, is well above entry-level. The number of placements increases daily.

PROBLEMS

It is important to help dislocated workers realize that their skills are often transferrable. Often they feel that they will get their old jobs back. Therefore, it is often most difficult to convince them that their skills can be used in other industries. Through hard work and counseling, the Midland center staff members are helping workers overcome this obstacle to employment.

Encouraging cooperation and coordination among the many groups involved in dislocated worker assistance and economic development efforts has been an administrative challenge. The center has made strides in its attempts at collaboration and the staff expects the Title III funds and economic development brokerage function to enhance these activities.

HINTS FOR SUCCESS

- Establish a strong working relationship the between company and the union.
- Develop funding sources other than government grants. A central labor-management fund allows the Midland Center to function without depending solely on government grants. This allows more flexibility and provides a sense of ownership of the program.
- Develop programs for which both labor and management feel equally responsible. Through collective bargaining agreements both parties can establish mechanisms for contributing to employee assistance programs. For instance, unions may choose to establish dislocated worker funds along the lines of pension fund programs.
- Use voluntarism and participant and advisory committee outreach efforts to develop community support and provide valuable resource networks.
- Focus on the workers' individual interests in order to stimulate their participation and motivation.

PRODUCTS

Brochures on the Midland Center are available upon request from the project director.

CONTACT

Stan Ledzinski
Project Director
The Midland Center for Career Development
617 Midland Avenue
Midland, PA 15059
412/643-1350

National Alliance of Business

Bulletin

#N4-546 June 1984

INTERNATIONAL HARVESTER/UNITED AUTO WORKERS OUTPLACEMENT CENTER, Fort Wayne, Indiana

CATEGORY Dislocated workers program

OPERATORS International Harvester Company and United Auto Workers of America

SUMMARY The International Harvester/United Auto Workers Outplacement Center in Fort Wayne, Indiana, serves approximately 7,000 workers laid-off/separated by the closing of International Harvester's plant there. Operating expenses came originally from $1 million set aside by the company after union negotiation to help its workers nationwide in the event of plant closings. In January 1984 this fund was augmented by a $612,250 grant from the Job Training Partnership Act (JTPA), Title III, which allowed an expansion of program activities. Program activities include workshops and individual counseling focused on coping with the social, financial, and psychological effects of unemployment; education and retraining; job search techniques; and job development and placement.

RESULTS Since the program began on October 1, 1982, approximately 3,000 laid-off/separated workers have used the Outplacement Center facilities; 1,500 have participated in workshops; and 500 have found jobs at international Harvester plants in other places. Since receipt of the JTPA grant on January 15, 1984, 125 have been placed in jobs outside the company, and 400 have returned to school for retraining, either in job-related courses funded by the company or in courses leading to career change funded by JTPA. Two thousand are estimated to be still unemployed in the Fort Wayne area.

FUNDING $612,250 JTPA, Title III ($300,000 allocated for retraining for career change)

$380,000 International Harvester matching contributions, of which $250,000 pays tuition for courses related to company work. Remaining funds cover staff salaries, materials, and use of facilities and equipment.

TIME FRAME October 1, 1982 - present

OUTLINE

Background In negotiations with the United Auto Workers in 1982, International Harvester agreed to set aside $1 million for outplacement and retraining services for workers laid-off/separated because of plant closings. The Fort Wayne, Indiana, Center is one of four so far established across the country. Opened in 1923, the plant employed about 7,000 workers in 1980, when the company

stopped manufacture of the Scout and the first layoffs occurred. Phase-out of the entire Fort Wayne operation began in late 1982, and the plant closed completely on July 15, 1983.

Supported by part of the $1 million set-aside funds, the Outplacement Center began operation on October 1, 1982, with the director, an assistant director, two clerical workers, and the part-time assistance of a local union official. During this phase, Center activities focused on preparing workers to cope with the financial, social, and psychological effects of unemployment rather than on placement and job training. With receipt of a JTPA grant on January 15, 1984, the program added two job developers and two education counselors. At this point the emphasis shifted to placement and training.

Outplacement Workshops

Since November 1982, an on-going series of workshops has helped dislocated workers cope with the psychological, social, and financial problems of unemployment and has guided them in their job searches. In two four-hour sessions, participants learn about community services and receive advice on how to manage their finances (for example, to budget and talk to their creditors about possible late payments). Guest speakers emphasize that participants, until now stable workers and regular contributors to community service agencies like United Way, must learn to receive rather than give.

Center staff help workers develop skills inventories and prepare resumes and cover letters. Hourly workers, who usually need to complete job application forms rather than write resumes, learn to prepare data sheets describing their education, previous employers and references--with all names correctly spelled--to carry with them and refer to whenever they fill out a job application. Participants also learn the proper way to complete a state employment service application so that their skills are properly categorized and their salary requirements clear.

Job search training also includes interview techniques. Two video tapes, one showing a poorly conducted interview and the other showing the same interview as it should be done, teach the "do's and don'ts" of interviewing. The job-tracking segment of the workshop introduces participants to the varied sources of information about job openings. These include newspapers, union halls, state employment offices and--most important--personal networking.

Workshops are held on an irregular basis, whenever 20 people sign up. Demand peaked in the months after the plant closed on July 15, 1983, and has since gradually tapered off.

Outplacement Center

In the Outplacement Center the director and assistant director provide on an individual basis the kind of counseling for job search and resume preparation that the workshops provide for groups. The Center's clerical staff type data sheets, resumes, and cover letters on a computerized word processor; and long distance telephone calls on Center telephones are free of charge to job seekers. Three bulletin boards list job openings nationwide. (Many companies and employment services in other places, alerted by national news about the

closing, contact International Harvester, seeking skilled technicians and professional people.) The Center also contains a library of references on writing resumes and cover letters, career analysis, and making career changes, as well as local college and technical school catalogs and two national employment publications, the National Business Employment Weekly and the National Ad Search.

Job Development

Two job developers, added after receipt of the JTPA grant on January 15, contact employers directly about job opportunities and supervise the activities of bi-weekly and, sometimes, weekly job clubs. Club members, 10 to 12 in a group, discuss problems and share tips on job openings and other helpful information. In recent weeks, club members have taken on the task of tracking down laid-off/separated workers who have never attended a workshop or used the Center facilities and informing them of the services available.

Education and Retraining

Two education counselors were also hired after January 15 to advise on education and retraining opportunities. They assess the abilities and skills of any applicant to be sure the person has a genuine interest in the field, and they survey employment trends in order to steer applicants away from areas where jobs are declining. At present, for example, laid-off/separated workers are advised against computer-related study since the market for these skills is near saturation.

International Harvester reimburses tuition up to $1,000 for job-related courses. So far about 200 people have been reimbursed for study of subjects such as accounting, word-processing, welding, basic machine tooling, and pneumatic control.

Another 200 have taken courses in a variety of subjects not related to company jobs, including barbering, pesticide control, long distance truck driving, electrical engineering, and industrial maintenance. JTPA funds, paid directly to the school, cover tuition, books, supplies, and fees for these courses.

PROGRESS

Since job development and placement services began on January 15, the Center has found jobs for 125 laid-off/separated workers. In addition, workers who had never heard of the Center are beginning to come in as job club members search them out and tell them about the services available.

PROBLEMS

One significant problem has been informing workers about the Center's services. Information given out before the layoffs/separations has little impact because the workers have not psychologically assimilated the reality of unemployment. Many are convinced that an international conglomerate will buy the company at the last minute and save their jobs. On the other hand, once they are laid-off/separated, they move, are not at home when the phone rings, or do not bother to read letters from the company. The job clubs, however, have begun to locate many of the uninformed.

Another problem is the approximately 2,000 workers, many of them older people, still unemployed in the Fort Wayne area.

HINTS FOR SUCCESS

- Make every effort to insure cooperation of company and union.
- Publicize the program's services before layoffs/separations occur. Many workers cannot be found once they leave the company.
- Survey the job market to avoid training workers for jobs in low demand.

PRODUCTS None

CONTACT

Melvin Bye
Director, Outplacement Center
3033 Wayne Trace
P.O. Box 11746
Fort Wayne, Indiana 46860
219/461-1890

National Alliance of Business

Bulletin

#N3-324 January 1982

KAWASAKI MOTORS MANUFACTURING, Lincoln, Nebraska

CATEGORY Alternative Working Arrangement During Plant Slowdown

GROUPS INVOLVED City of Lincoln Mayor's Office, City of Lincoln Public Schools, Southeast Community College, Union College, Seventh Day Adventist College, Nebraska Wesleyan College, and University of Nebraska

SUMMARY Kawasaki Motors' approach to community relations is very straightforward: to come as close as possible to being a model corporate citizen. In exchange for high productivity, Kawasaki tries to offer its workers the best possible working environment, open communication between workers and management, job security, and active involvement in community affairs.

When a plant slowdown was forecast, Kawasaki developed an innovative way to avoid laying off workers by "lending" them to the city government. The company's alternative employment program has received national attention as a model for cooperation between the public and private sectors and for corporate involvement in the community.

RESULTS
45 workers on company payroll
10 working on community projects
35 working on company work groups

TIME SPAN October 1981 to April 1982 (COMPLETED PROGRAM)

OUTLINE

Background

Kawasaki Motors Manufacturing is the United States subsidiary of Kawasaki Heavy Industries, Tokyo, Japan. Kawasaki Heavy Industries has more than 26,000 employees in 70 countries engaged in building ships, trains, airplanes, machine components, energy and petrochemical plants, defense materials, small engines, and motorcycles.

The plant in Lincoln employs almost 500 people in the production of motorcycles, jet-skis, and snowmobiles. The firm has an equally large division in California which is exclusively engaged in research and development, marketing, and sales.

When Kawasaki decided to open a plant in the United States, it chose Nebraska because of the skilled labor pool available there. The company bought an existing plant in Lincoln and started production in 1974.

The plant manager is an American, but most of the top managers are Japanese. Japanese companies traditionally provide extensive benefits to workers--company housing, day-care centers, complete education and training, company-

sponsored group vacations, and career-long security. Kawasaki's management realizes that many aspects of the Japanese style of employee relations are not transferrable to the United States. However, mutual worker/management dedication to high productivity, open channels of communication, and support for smooth relations play a major role in the company's attitude toward its employees and the community.

Alternative Employment Program

In September of 1981, plant management realized that approximately 50 people would have to be temporarily cut from the production line for a period of about three months due to a decrease in customer demand.

At the same time, President Reagan announced budget cut-backs for FY 1982 and urged private businesses to be more active in providing for community needs. The mayor of Lincoln responded by writing an article in the local paper describing a number of planned community projects that would not be done because state and local funds had been cut.

Kawasaki's director of personnel decided to create a program which would help the company and the federal and local governments. Kawasaki suggested to the mayor's office that the employees it had to lay off could temporarily work for the City of Lincoln on community projects. Full salary and all benefits would be paid by the company as long as its employees worked for the city.

The mayor's office submitted a list of projects including an outline of the required skills and an estimate of the number of hours needed for each. Kawasaki reviewed city requirements and decided that the workers could provide all of the necessary skills--carpentry, building, welding, and machine tooling.

Since the community involvement idea was experimental, the company decided to assign only 10 employees to community projects so the program would be easy to administer. Thirty-five other employees were assigned to work projects within the plant, and the remaining workers were offered a cash incentive for retiring early.

The slowdown lasted longer than originally predicted; however, since there were more than enough projects to be done, both the company and the city were happy to extend the program. Most projects were completed in one-third to one-half of the number of hours estimated. One of the city projects--renovating city hall--required plastering skills. The Kawasaki workers learned how to plaster and saved the city the expense of hiring a professional.

Kawasaki stresses that the advantages to the company far outweigh the $3,000 a week that it costs to keep ten employees involved in community service projects. It takes anywhere from six months to three years to train a new employee to the skill level Kawasaki requires. It is far less expensive to keep employees on the payroll whom the company knows are fully trained and highly productive than to face the time, expense, and uncertainty of training new welders, painters, and assemblers.

The firm also benefits from increased worker productivity. Kawasaki knows that it is difficult for a worker to do his best when he is worried about being laid off. Giving workers as much job security as possible encourages loyalty to a company which takes care of employees.

COMPANY RELATIONS

The mayor of Lincoln was the incumbent president of the United States Conference of Mayors at the time of the Kawasaki project. Realizing the national importance of the project, she arranged a national press conference. President Reagan responded with a telegram and the program received national media attention.

The Kawasaki work group gave the City of Lincoln the opportunity to complete a number of projects that otherwise would have been postponed in the face of state and local budget cuts. It was an example to the entire country of how corporations can become active in community affairs.

The company gained an immeasurable amount of good will as a concerned corporate citizen, both in Lincoln and on a national level.

OTHER COMMUNITY ACTIVITIES

High Schools. The director of personnel and other department heads have spoken to high school groups on corporate citizenship--why it is important and good for business to be a leader in the community. Company representatives also speak to continuing education groups, advisors, and counselors on which skills and work attitudes employers look for when hiring new employees.

Colleges and Universities. Kawasaki staff members often speak to business and communications students at the University of Nebraska on community/corporate cooperation. The company has donated tools and machinery to Southeast Community College for its vocational training courses in welding and machinist skills.

Local Government. Kawasaki is a member of the City of Lincoln's Economic Development Commission, which has representatives from industry, business, and citizens' organizations. It advises the city administration on steps to take to facilitate job creation through plant expansion and location of new industry.

Kawasaki contacts the mayor's office whenever something will be happening at the plant, such as an increase or decrease in production or a change in management, that will affect the community.

HINTS FOR SUCCESS

Make sure the employees' skills match the needs of the projects they will be working on. In order for the projects to be completed on time and satisfactorily, the employees should already have the ability to perform the required tasks professionally.

Keep all lines of communication open. Employees need to know why they are being asked to do different jobs, what they are expected to achieve, and how long the change will last. The local administration needs to know what the company's employees can accomplish, and the company must know the goals and schedules of the work projects.

CONTACT

Michelle Eurek
Personnel Administrator
Kawasaki Motors Manufacturing
6600 Northwest 27th Street
Lincoln, NE 68524
(402) 475-7681

National Alliance of Business

Bulletin

#N4-467

December 1983
Revised June 1984

PROJECT CHALLENGE, Helena, Montana

CATEGORY Dislocated worker program

OPERATOR State of Montana AFL-CIO

SUMMARY In 1981, the State of Montana's AFL-CIO initiated Project Challenge to respond to large layoffs resulting from several mine closures. Five field coordinators working in six communities recruit, teach, and counsel dislocated workers and help with economic development efforts. Clients attend classes on career planning, job search skills, community resources, and the local labor market. They work with the coordinators in a 90 day self-directed job search, which results in a placement rate of approximately 70 percent.

The U.S. Secretary of Labor recently cited Project Challenge as a model and allocated $818,600 to the Montana AFL-CIO and the Rocky Mountain Labor School to duplicate the model in eight western states during fiscal year 1984.

RESULTS

FY 1982:	370 participants; 263 placed (71%)
FY 1983:	403 participants; 282 placed (70%)
FY 1984:	252 participants (to date); 174 placed (73%). An additional 15% are enrolled in training or education.

FUNDING

FY 1982:	$226,000	Comprehensive Employment and Training Act (CETA) Title II-B and II-C
FY 1983:	$205,000	CETA Title II-B and II-C
FY 1984:	$186,266	Job Training Partnership Act (JTPA), Title III
	$ 88,734	"Build Montana" fund (interest on state investments)
	$225,000	Matching funds and in-kind contributions from the Montana AFL-CIO and from Montana central labor councils
Program Year 1984:	$350,000	(allocated from various sources including JTPA)

COST

FY 1982: $900 per participant; $1,095 per placement

FY 1983: $513 per participant; $771 per placement (FY 1983 figures reflect a reduction in payment of allowances and wages during training.)

TIME SPAN 1981 to present

OUTLINE

Background In April 1981 the Helena office of the AFL-CIO Human Resources Development Institute (HRDI) and the Montana Department of Labor/Job Service (now called Montana Department of Labor and Industry) established Project Challenge in response to projected layoffs due to the closing of the Anaconda Minerals Company in Anaconda, Great Falls, and Butte, and of Evans Products, a paper mill and paper products company in Missoula. The union and the state both felt that a union-associated program had a better chance of convincing dislocated workers that traditional lumber and resource development industries in Montana were on a downswing. The union affiliation substantiated the program's premise that dislocated workers from these and related industries needed to do serious career planning, make difficult adjustments in their lives, and consider viable career alternatives, especially with stable local businesses, rather than heavy industry. Project Challenge's original offices were in Anaconda, Great Falls, and Butte; later HRDI established new sites in Kalispell and Missoula, and dropped the Anaconda site. In May 1983 a new office opened to serve the Helena/Livingston area.

Recruitment, Assessment, Selection Project Challenge staff have successfully recruited dislocated workers for the program through help wanted ads in local papers and through announcements and posters displayed by the Montana Job Service, area churches, human resource agencies, and area employment centers. Personalized letters to other unions and to minority and female rights organizations also have yielded substantial response. At each program site, field coordinators select 25 program participants out of the 75 to 200 applicants seeking to enroll each quarter. Program selection criteria include eligibility for JTPA Title III (dislocated worker) funds, personal and family needs, employment history, continuing benefits from former employers, family size and income, literacy, and perceived barriers to future employment. Some applicants also elect to take part in the Montana State Job Quest Program, a state-sponsored assessment and career planning program.

Trainee Profile Approximately 80 percent of the participants are white males, eight percent are American Indian, and one percent are black. Eighty percent are in the 34 to 44 age bracket. The majority of the participants have a high school diploma or general equivalency degree (GED). Most participants are heads of household, 35 percent are veterans, and about nine percent are ex-offenders.

Training Site/Staff Project Challenge administrative staff are located in the state office of the AFL-CIO in Helena. The five field site coordinators work in the Livingston Job Service office and in union halls in Kalispell, Missoula, Butte, and Great

Falls. The field coordinators, all full-time employees of the program, are former dislocated workers with experience in teaching, counseling, training, or community service. The director of the program spends 80 percent of her time on administrative functions and the remaining 20 percent on economic research and development.

Program Activities

Field coordinators are responsible for overseeing all job search activities. They begin the quarter providing participants with a week of work-readiness training. This includes a day spent on local economic and employment information, during which representatives from local businesses, banks, and agencies may give presentations. Three days of career planning follows; some of the coordinators use interest tests, career development exercises, and other structured tools. They encourage participants to be realistic about future employment opportunities, and to learn about various types of work, particularly opportunities in local businesses. On the last day participants conduct a mock job search; they learn to use job applications, leads, interviews, and general search procedures. Participants then begin a 90 day self-directed job search. Coordinators schedule weekly meetings with each participant, encouraging and advising them and suggesting sources for job contacts.

Field coordinators are not job developers; however, they maintain contact with local business people to identify expanding businesses, help with local economic development efforts, and learn about upcoming closings or layoffs. Because of this close contact with local businesses, coordinators can often help the dislocated workers with job leads or other valuable information. Coordinators use weekly logs to keep track of their caseloads. They meet periodically and call each other at least once a week to exchange information. Upon their recommendation, Project Challenge sometimes funds job-related education or on-the-job training (OJT) contracts or arranges customized training, based upon the worker's career goals and training needs.

Business Involvement

Field coordinators, with HRDI staff support, facilitate business involvement in Project Challenge. Coordinators work with local businesses to identify employment needs, arrange OJT contracts, and match trainees with appropriate private sector positions. Coordinators play an important role in maintaining informal networks among Project Challenge staff and local business people, especially by attending local economic growth council meetings and by providing outreach to small businesses. On the other hand, several community leaders and chambers of commerce provide consultation and expertise.

Placement

The coordinators counsel participants during their self-directed job search. They do not provide direct placement services but will assist whenever possible with hints and job leads. If a participant identifies an organization for which he or she would like to work, the coordinator helps research the company and locate contacts. Project Challenge has limited relocation funds for people who obtain out-of-state jobs but staff members do not assist participants in finding these positions.

PROGRESS The Montana Department of Labor and Industry has enthusiastically supported this program. It first helped HRDI through the Montana Job Service. Then, in 1983, the legislature appropriated $500,000 in state matching funds to expand and operate all Job Training Partnership Act Title III programs. Project Challenge received $275,000 from these funds. In addition, the legislature passed an act which redirects state financial investments into local rather than out-of-state businesses. This encourages local investments and provides support to businesses which might expand and hire Project Challenge participants.

PROBLEMS Overcoming the stigma of public welfare programs has been Project Challenge's major problem. The staff has responded by stressing their ties to private businesses and the unions and by thoroughly explaining the program and its goals to prospective participants.

HINTS FOR SUCCESS

- Select and train field coordinators who know their clientele, can operate autonomously, have a good sense of humor, and have experienced permanent layoffs themselves.
- Use a simple program model which can be explained easily to dislocated workers and prospective employers.
- Get strong commitment from local businesses. Emphasize the strengths in local economic development and actively seek and maintain contacts.
- Volunteer to help businesses complete any necessary paperwork. Business executives will be reluctant to participate in a program if they think that it entails a lot of administrative details.

PRODUCTS A curriculum manual for job search activities is available by contacting the director.

CONTACT

Ms. Patricia Wise
Director
Project Challenge
Box 1176
Helena, Montana 59624
(406) 443-2136

National Alliance of Business

Bulletin

#N4-423

March 1983
Revised May 1984

DOWNRIVER COMMUNITY CONFERENCE ECONOMIC READJUSTMENT PROGRAM, Southeastern Wayne County, Michigan

CATEGORY Dislocated workers and economic development

OPERATOR Downriver Community Conference, a public non-profit community-based organization which is the Job Training Partnership Act program administrator for Southeastern Wayne County.

SUMMARY The Downriver Community Conference (DCC) has helped thousands of workers laid off by local companies learn marketable skills and find new jobs. They receive counseling, job search assistance, skills training, and service referrals. Currently the conference is working with Great Lakes Steel, McLouth Steel Company, and several other companies.

In July 1980 with $5.5 million of CETA funds, the conference developed a pilot program for 16 communities in Wayne County, Michigan which included economic development initiatives and retraining and placement for displaced workers. The economic development efforts alone have generated $71 million worth of contracts for companies operating below capacity and created hundreds of new jobs.

Local employers participate in the program in three ways: They work with the program task force during the early stages of operations to oversee the development of services and provide program feedback; they work with program staff to identify demand occupations for the development of retraining programs; and they serve on employer review boards which assess the effectiveness of training resources, curricula, and facilities.

The Downriver Community Conference has served over 565 local firms and 2,800 displaced workers and their families.

RESULTS Phase I, July 5, 1980 - December 31, 1981: 663 participants, 63 percent placed
Phase II, October 1, 1982 - September 30, 1983: 1,590 participants, placement not available

FUNDING	July 1980 - September 1981:	$ 500,000	U.S. Department of Labor, Title II-C, Retraining Funds (CETA)

	October 1981 - September 1983:	$5,200,000	U.S. Department of Labor, Title III, National Demonstration Funds (CETA)
	FY 1984:	$1,150,000	Job Training Partnership Act, Title III

TIME SPAN July 1980 - present

COSTS $1825 per participant (current plan)
$2934 per placement (current plan)

OUTLINE

Background

The Downriver Community Conference, a community-based organization representing 16 communities in the Downriver area of Michigan, designed a comprehensive economic readjustment program for displaced workers in July 1980. When the program started, the conference only served workers from the BASF Wyandotte chemical manufacturing firm and the DANA Corporation. Eligibility was extended in 1981 to include workers laid off from Pennwalt Corporation, Michigan Casting-Ford Motor Company, and Firestone Tire and Rubber. The conference now has contracts to serve laid-off workers from Great Lakes Steel and McLouth Steel Co. and is negotiating several other contracts.

The program emphasizes services to employers; businesses which are stable and expanding are likely to hire new people. The staff identifies potential employers, helps analyze their needs, and uses the conference's services to help solve their problems. Early in the process, the staff surveyed local companies and found that they were looking for new products to manufacture to replace those facing a dwindling demand in the changing economy. They also found that firms were eager to hire the well-trained labor pool that Downriver Community Conference could provide. As a result of the surveys, the program not only helps employers fill their openings for trained workers, but also guides them through the bidding processes for federal contracts, particularly in the defense field.

The conference job developers emphasize making the best matches between employers and job seekers. They have deliberately avoided shooting for high placement goals at all costs, believing that neither the employer nor the participant gains anything when the wrong person is selected for a given job. A blend of participant skills analysis, employment counseling, job development and training helps match employers and workers.

Recruitment, Assessment, Selection

Program staff notify eligible dislocated workers about the program with certified letters, telephone calls, postings in union halls, and public service announcements. When participants enter the program they take a series of aptitude tests and meet with staff members to discuss their work histories. During the first meeting the job developer indexes and catagorizes each worker's skills in up to seven of twenty-seven occupational categories which

include electronics, robotics, and office skills. Since each job developer specializes in three of these occuptional categories, a participant with varied skills may receive help from several different members of the staff. All participants must be eligible for services under Title III of the Job Training Partnership Act; applicants who are not are referred to other local services such as the Michigan Employment Security Commission.

Trainee Profile

Participants are primarily male (95 percent) and white (70 percent). They range in age from 24 to 44; over 60 percent have at least a high school education, and most are heads of household.

Training Site

Local educational institutions such as Wayne County Community College, Henry Ford Community College, and Macomb County Community College, provide most of the training. Some specialized technical skills, such as screw machine training, are taught in small classes by private employers on-site.

Program Staff

To ensure the success of the placement effort, the conference only hires job developers with private sector sales or industrial experience. Because they are familiar with the problems and concerns of private firms, they often have better rapport with businesses than those who have worked only for public agencies.

Training

After initial testing, all participants take part in a four-day job search skills workshop; they identify their skills and interests, write resumes, identify potential employers, and conduct mock interviews. After some experimentation, the staff found that the popular job club approach, with its emphasis on peer support, did not work as well for dislocated workers as for groups such as welfare recipients and unemployed professional or technical workers. Once the workshop is over, only about one-third of the participants -- those with immediately marketable job skills -- continue to search actively for jobs, using the directories, telephones and trade magazines in the resource center. Almost half of the participants express an interest in going to school for retraining. The staff discourages displaced workers from applying for entry-level positions that could be filled by the conference's economically disadvantaged clients with fewer skills.

Most of the participants whose skills are not easily transferable enter a classroom or on-the-job training program, based on their interests and local demand. Though the program bases its selection of training programs on labor market assessments, it stops short of providing customized training for a single company, preferring to give participants a new skill which will be marketable among several local employers. Classroom training is currently under way in such fields as computer equipment repair, machining, property management, and computer accounting. Downriver Community Conference also offers a technical reading and math course for workers entering technical careers for the first time.

About 15 to 20 percent of the participants not only lack marketable skills, but read so poorly they cannot benefit from classroom training. In such cases, the staff tries to arrange appropriate on-the-job training for motivated participants or refers them to free adult basic education programs.

Curriculum

Participants attend classes 28 to 36 hours a week for eight to 39 weeks depending on their courses. The instructors work in cooperation with the conference, modifying the curricula to accommodate the displaced workers' need to re-enter the work force as quickly as possible. For example, a two-year associate degree program in electronics was compressed into a 10-month, intensive course. When interest in a certain field is too low to justify setting up a special class, participants who do want the training receive a tuition subsidy to attend existing educational programs. Students earn college credits for their training.

Trainee Evaluation

Program counselors and training coordinators monitor all classes and the progress of the individual students. Each institution is responsible for testing students on their learning and retention progress.

Business Involvement

Employment generation is another important part of the Downriver Community Conference strategy. Specifically, the program aids small businesses operating at below 75 percent of their capacity to expand into new markets by winning defense contracts. Although businesses are expected to write the proposals, the staff helps them fill out the necessary paperwork and track it through the bidding process. To date, businesses have brought in $71 million in contracts, which in turn have sent hundreds of displaced employees back to work.

Local employers also work closely with the conference staff in the development of program services. An employer review board, which is composed of representatives of private business, periodically reviews and evaluates how well the program is meeting labor market needs. Local businesses work closely with the job developers to determine future manpower needs.

Placement

The Downriver Community Conference employment resource center is available to all program participants to assist in the job search process. Job developers work closely with participants, helping them identify job leads and prepare for interviews. Information is available at the resource center to help workers look for jobs out of the area.

PROGRESS

The program model is affordable and replicable.

Downriver staff have assisted over 500 firms with tax credit programs and federal procurement contracts totaling over $20 million.

Over 2,200 displaced workers and their families have been served.

PROBLEMS

The staff has had to overcome the prejudices of some employers, especially small ones, who think former industrial workers have been spoiled by high

wages and may try to unionize their other employees. The conference staff has found that through serving on committees to plan and develop curricula and other services, many such employers have become enthusiastic advocates of the program.

HINTS FOR SUCCESS

- o Complete a realistic assessment of each displaced worker prior to training. A good client assessment will provide the basis for a successful training and placement effort.
- o Select program staff carefully. Job developers must be good salespeople; counselors must be professionally qualified; and experts in each field should be used in designing specialized training curricula.
- o Use the Management Information Systems. The data that is available through the MIS is essential in running day-to-day operations.
- o Serve your local businesses. They are in business to make money -- find out how you can help them; get their attention; then ask for their support for your program.

PRODUCTS

Re-employing Displaced Workers: The Implementation of the Downriver Community Conference Economic Readjustment Program. By: Abt Associates, Inc., Cambridge, Massachusetts, U.S. Department of Labor, Employment and Training Administration Contract No. 20-34-82-01, September 28,1982.

CONTACTS

Kathleen Alessandro
Employment Programs Director

or

Linda Peyton
Fiscal Manager
Downriver Community Conference
15100 Northline Road
Southgate, Michigan 48195
(313) 281-0700

National Alliance of Business

Bulletin

#N4-393

October 1982
Revised March 1984

METROPOLITAN RE-EMPLOYMENT PROJECT, St. Louis, Missouri

NAB 1982 AWARD WINNER

CATEGORY An outplacement counseling service for laid-off workers

OPERATORS St. Louis Regional Commerce and Growth Association (RCGA) and St. Louis Community College

SUMMARY The major goals of the Metropolitan Re-Employment Project (MRP) are to ease the shock of unemployment for the more than 44,000 workers laid off in the greater St. Louis area since late 1979 and to help them find new jobs. The project provides counseling, workshops to develop job search skills, placement and job referral information, and guidance about retraining opportunities. Since many participants have never before been unemployed or needed help, the program also provides information about community resources.

Targeted to stable workers, many with 20 years of work experience, the program aims to help laid-off workers as soon as they become unemployed, before they lapse into the depression that so often accompanies a job search. Occasionally a company facing a plant closing asks the program operator to set up an on-site office to begin advising workers as soon as they receive their pink slips. Thus, workers have, from the beginning, a sense of someone's caring and trying to help. The project received funds from the Job Training Partnership Act (JTPA) in August 1983 to aid laid-off workers through on-the-job training (OJT) and job clubs. The OJT program allows an employer to hire and train laid-off workers and receive a 50% reimbursement of their salaries during the training period.

The program is a co-operative effort by representatives of management, labor, government, and education in the St. Louis area. Originally funded in 1981 as a one-year pilot project under the Comprehensive Employment and Training Act (CETA), Title III, the program is now supported by private business, the U.S. Department of Education's Fund for the Improvement of Postsecondary Education (FIPSE), and Missouri JTPA, Title III funds.

GROUPS INVOLVED Civic Progress, Inc.; RCGA; St. Louis Community College; Wagner Electric Corporation; Scullin Steel Company; Carter Carburetor; Missouri Department of Elementary and Secondary Education; Missouri Department of Employment Security; the New Spirit of St. Louis Labor/Management Committee; St. Louis Metropolitan Area Private Industry Council; FIPSE; and the State of Missouri Manpower Planning Division.

RESULTS

Persons served through December 1983:	3,468
Persons re-employed through December 1983:	1,108
Persons retrained through December 1983:	243
Persons in OJT, August - December 1983:	138

FUNDING

1983: $180,000-Civic Progress, Inc.; $150,000-FIPSE. 1984: $135,000-Civic Progress, Inc.; $154,021-FIPSE; $500,000-JTPA, Title III; $10,000-private companies.

In kind Contributions: personnel and/or services-St. Louis Community College; Regional Commerce and Growth Association; and Missouri Department of Employment Security.

COST TO THE BUSINESS COMMUNITY

Per client in 1983: $113

Per placement in 1983: $420

TIME SPAN

April 1981 - present

OUTLINE

Background

The Regional Commerce and Growth Association (RCGA) is a regional organization that promotes economic development. It has 3,500 members from labor and business. In addition to providing member services, RCGA employees serve as staff members of the St. Louis Metropolitan Area Private Industry Council (PIC). In May 1979, under the auspices of the RCGA, representatives of both labor and management in St. Louis formed the New Spirit of St. Louis Labor/Management Committee to promote harmonious relations between workers and employers. This committee informed RCGA of the need to address the problem of plant closings brought about by the recession and technological changes. The resulting unemployment hit particularly hard among blue-collar workers in heavy industry, meat packing, and printing. RCGA then proposed the Metropolitan Re-Employment Project, which in 1981 was funded as a pilot program under the Comprehensive Employment and Training Act, Title III and operated by the St. Louis Community College. In 1983, the project received additional funding from JTPA Title III.

From January 1982 until December 1983, Civic Progress Inc. was the program's major funding source. Civic Progress Inc. is an organization composed of the chief executive officers of major companies headquartered in St. Louis, such as McDonnell Douglas Corporation, Ralston-Purina Company, and Monsanto Company. They are continuing to provide the core administrative funding.

Trainee Profile

The Metropolitan Re-Employment Project (MRP) is targeted to laid-off workers in the city of St. Louis and surrounding counties who have a stable work history and have worked three of the past five years for the same

employer. Typically, they are not economically disadvantaged. Most have never before had to cope with the psychological and financial effects of unemployment, look for work, or consider the possibility of retraining.

Program Activities

The MRP provides a variety of services to laid-off workers and plants facing closure.

Job Shop. Participants attend a one-day job shop, a training session held at the community college, a union hall, or on a company's premises. Through lectures, slide presentations, films, and individual counseling sessions, workers learn to prepare resumes and write job application letters, make phone calls for job leads, and interview for a job. Films show the right and wrong way to behave at an interview, and participants who volunteer are filmed in a mock interview. Each participant receives 10 copies of his or her resume at the end of the day.

The job shop also provides an introduction to job search strategies. Participants learn about the kinds of jobs available in St. Louis and the changes occurring in the job market, how to find information about a particular company, and how to use networking to find jobs not advertised.

Finally, the job shop introduces participants to traditional community resources that most participants are unfamiliar with because they've never been unemployed before. These include the state job bank, the state welfare system, Catholic Charities (for emergency medical help or clothing), and consumer information services (for financial counseling in managing mortgage payments and other debts).

Outplacement Counseling. Participants meet individually with a counselor as frequently as necessary. Counseling sessions provide emotional support and allow the laid-off worker to vent anger and frustration. The outplacement counselor telephones at least once a month to find out how the job search is going, to inquire how the family is coping, and to offer advice. The counselor can refer the worker to a job placement technician who has direct access to the Missouri Job Service computer and to companies that have not listed openings with the Job Service. The counselor and the technician help participants compile lists of their secondary skills that might qualify them for jobs in other than their usual occupations.

Conferences. In 1983, the MRP sponsored a one-day conference to help dislocated workers cope with unemployment. Held free of charge at the community college, the conference featured 40 speakers and 25 to 30 exhibitors, and was attended by approximately 500 dislocated workers. Presentations were made on a variety of pertinent topics; for example, a panel of utility company representatives gave advice on dealing with utility bills during a financial crisis, the Missouri extension service had a display on low cost nutritious meals, and representatives from an alcohol treatment program encouraged people to seek necessary help.

This spring, the MRP organized another conference, this time for the operators of dislocated workers' programs. Co-sponsored by FIPSE and the League for Innovation (a group of community colleges), the conference focused on the nuts and bolts of running effective re-employment programs for laid-off workers.

Job Clubs. Recent JTPA Title III funding has provided for the start-up of job clubs to guide laid-off workers in their job search. The MRP staff is working with local unions to assess workers' needs and set up job clubs in convenient locations. The job clubs will offer typical services, such as assistance in resume writing and interviewing skills.

On-the-Job Training. JTPA funding has also provided for an OJT program serving dislocated workers. One hundred thirty-eight persons received OJT since August 1983 in manufacturing and service industries. Over 50 companies are currently involved in this program.

Planned Plant Shutdowns. The MRP has just started working on-site with company and union officials in plants facing a shutdown. Under this program, the MRP staff is located at the shutdown site from the time the company announces the closure until it takes place. Staff members work steadily with employees, providing skills and educational assessments, offering preparatory courses for the GED, developing appropriate retraining programs, and organizing on-site job clubs.

The MRP indirectly provides a service to companies facing layoffs and shutdowns. A Re-Employment Task Force, composed of union leaders, company representatives, educators, and JTPA program representatives, advises MRP about which local companies are facing layoffs. MRP can then work with the company to set up customized job shops prior to the layoff. This service particularly benefits companies with a long lead time before shutdown. The shock of unemployment is lessened, and workers are more likely to remain productive in the pre-shutdown period if they feel that someone is trying to help.

The MRP also collects information concerning the needs and problems of the St. Louis jobless population and shares its findings with community social service and training organizations. MRP has compiled a directory of area training programs for various skills and provided copies to JTPA program administrators, Department of Labor (DOL) representatives, and community colleges. The directory helps training providers identify resources and avoid squandering scarce funds on duplication of services. MRP also trains staff for other agencies dealing with the problems of the unemployed. The training sessions focus on the particular problems that the unemployed face and the best ways of helping them cope.

PROGRESS

Since MRP's inception over 4,000 people have been served in its various programs. It has worked with employees who were laid off from over 500 companies and with over 400 companies that hired the laid-off workers. MRP has found it is most helpful to work with many companies and get them to hire a few workers (i.e., one to five) rather than working with a few firms, expecting them to hire larger numbers of workers. MRP can document the re-employment of over 1400 workers; program administrators believe that many more, no longer in contact with the program, have found jobs since the time they participated. The project staff hopes to help workers avoid extended periods of unemployment through its new approach, the planned plant shutdown. It has negotiated with several companies to offer re-employment assistance to workers at company expense before layoffs and is currently setting up such a program with the Carter Carburetor Company.

PROBLEMS

A major problem in operating programs for dislocated workers is that of territory. Diverse groups are involved in these programs, and it is often difficult to coordinate their interests and to avoid duplicating services. It is also hard to find accurate labor market information for use in determining job growth areas and appropriate retraining programs. In addition, the adjustment to new reporting requirements under JTPA has presented some challenges.

HINTS FOR SUCCESS

- o Get support from the top-level people involved in plant closure and worker assistance activities.
- o Set up an advisory group as a "re-employment task force" to provide community-wide support for your efforts.
- o Start out small and test out what you are doing. Only after something has proven successful should you attempt to expand your efforts.
- o Develop an effective data collection system. Work out an internal management information system before your projects get underway. It is important to be able to track and assess both employer and worker program outcomes.
- o Collaborate with the business community. Talk their language when selling them on participating in programs for dislocated workers. This entails understanding their needs and illustrating the benefits of participation. Don't come across as just offering another social service program.

PRODUCTS

Job shop handouts and a laid-off workers information packet are available upon request from the program operator.

CONTACTS

Michael H. Maguire
Director, Metropolitan Re-Employment Project
5600 Oakland Avenue
St. Louis, Missouri 63110
(314) 644-9142

Colin W. Stahlhut
Director, Employment Programs, RCGA
Director, St. Louis Metropolitan Area
Private Industry Council
10 S. Broadway
St. Louis, Missouri 63102
(314) 231-5555

National Alliance of Business

Bulletin

#N4-548 June 1984

DISLOCATED WORKER PROGRAM, Lane County and Eugene, Oregon

CATEGORY Dislocated worker upgrading training

OPERATOR Lane Community College

SUMMARY The Dislocated Worker Program for Lane County and the city of Eugene offers classroom training, on-the-job training, and a variety of other activities to workers laid off as a result of a decline in the timber industry. A ripple effect in related industries has brought the unemployment rate to 9.2 percent in the area. The program has two unique features. First, it involves the cooperation of five agencies: two service delivery areas (SDAs), two state employment offices, and a community college. Second, run on a cost-reimbursement basis in 1983, the program next year will be funded under a performance contract, which colleges traditionally have been reluctant to accept.

RESULTS 143 enrolled; 97 completed and placed; 46 still in training

FUNDING

FY 1984:	$260,000	Job Training Partnership Act (JTPA), Title III
	$164,000	JTPA Secretary's Discretionary Funds
	$424,000	Total

Matching contributions come from a variety of sources: state unemployment insurance, on-the-job training (OJT) payments from employers, use of community college space, donations of county furniture, and donations of time by private industry council (PIC) members serving on the steering and oversight committees and by PIC and other local leaders who participate in forums and program activities.

COSTS For program year 1983, costs total about $3,000 per placement on a cost-reimbursement basis, $1,200 below the projected $4,200 per placement.

TIME SPAN October 1, 1983 - June 30, 1984

OUTLINE

Background Since late 1981, workers in Eugene, Oregon, and surrounding Lane County have been hard hit by a decline in the timber and wood products industries, caused primarily by a slowdown in construction resulting from high interest rates. Though no massive layoffs or shutdowns at any one company have occurred, many small firms have had to let workers go. A ripple effect has caused construction workers, secretaries, account clerks, and truck drivers to be laid off, as well as those directly employed in the timber industry. In addition, declining tax receipts from the timber industry forced the county to lay off

one-third of its workers. Lane County and its county seat, Eugene, with a population of 267,500 have 14,000 to 15,000 unemployed, a rate of about 9.2 percent.

To meet this problem, the Lane County and Eugene service delivery areas devised a joint program with Lane Community College and the Eugene and Springfield offices of the Oregon State Employment Service, using Title III (dislocated worker program) funds to upgrade dislocated workers' skills.

Recruitment and Certification. The Eugene and Springfield offices of the Oregon State Employment Service recruit, assess eligibility for Title III training, and certify participants. All applicants are referred to these offices.

Training Activities. The program offers a variety of activities, including a job club; use of a resource room; individual training in regular community college classes; special adult education classes for groups of five to twelve participants, depending on need; on-the-job training (OJT); a business assistance center for entrepreneurs; and employment forums.

Job Club. The heart of the program is the job club, where all participants begin their training. Eight cycles, of 15 to 20 people each, have been completed; the ninth is now in progress. In daily sessions from 8 a.m. to 5 p.m., for six to eight days, trainees learn traditional skills such as writing resumes and cover letters and how to interview. More important, however, they learn self-confidence and how to control the panic that comes with unemployment and the fear that they cannot support their families.

The instructor focuses the training on techniques for marketing oneself and on researching the job. Trainees must prepare and deliver presentations to the class about something positive in their lives; this starts them thinking about themselves as something other than failures. They also pinpoint 20 companies they would like to work for, research the companies, and write resumes and cover letters targeted to them. Other activities include relaxation exercises, like yoga breathing; positive visualization, where trainees visualize an employer telling them they got a job; assertiveness training; and techniques on how to avoid procrastination.

By the end of the job club, a participant knows what job he or she wants and is confident of the ability to convince an employer of his or her fitness for the job.

Resource Room. Once job club training ends, particpants are required to sign in every day at the resource room until they find jobs. Staffed from 8 a.m. to 5 p.m., the resource room is equipped with typewriters, telephones for free long-distance calls to potential employers, local and regional newspapers, the Wall Street Journal, books on job search techniques, and hot coffee -- all designed to provide a home base from which to look for a job. Here job seekers can have resumes typed free of charge on the microcomputer and get them printed by the college graphics department.

Once a week each group that has finished job club training together meets in the resource room, sometimes for a pot-luck meal. They exchange information; encourage each other; watch films; or listen to speakers, often representatives of employers or local employment agencies.

Community College Classes. When the regular community college curriculum can meet their needs, trainees enroll for a 10-week quarter in such classes as welding (for a welder who had never received his certification), office procedures, English, office communication, and food service management.

Special Adult Education Classes. When necessary to meet participants' needs, the college hires an adult education instructor for special classes. Those taught so far include a three-week class in industrial sales for a group of 12 laid-off persons previously in wood products and related fields (the only non-upgrade course so far); a six-week word processing course; two classes on the microcomputers -- a basic class for four weeks and an advanced one for six weeks; and a two-week course on professional dress that teaches participants how to dress properly on a low budget. Construction workers moving into sales, for example, need such instruction.

Whenever possible the college runs these courses at night so trainees who are working can attend. Night classes in word processing, microcomputers, and computerized accounting for dislocated workers take place in a large clerical center used to train other JTPA participants during the day, thus maximizing the use of space and equipment.

Of the 143 people enrolled, 64 have received training in regular or adult education classes.

On-the-Job Training. Of the 97 trainees placed so far, 30 went directly into OJT after their job club training. On-the-job training lasts from one to three months, and participants earn an average of $7 per hour at entry level. Typical OJT participants include a receptionist who trained as a dental assistant, a heavy equipment operator who learned electrical wiring for motor home manufacture, and a painter of heavy equipment who became an energy technician.

Business Assistance Center. The program uses the already existing Business Assistance Center to work with dislocated workers trying to set up small businesses. The center provides individual counseling, along with workshops on such topics as marketing, taxes, business accounting, and packaging. So far three participants have opened new businesses: a former cartographer with Lane County new runs a pet photography shop in a local shopping mall; a bank loan officer, who now has a business consulting firm, received help in buying a professional quality typewriter; and a maintenance worker, laid off by the town of Cottage Grove, got $300 to buy tools and a chain saw when she opened a landscape and brush-clearing business.

Employment Forums. Employment forums for the entire community, as well as for job club members, feature speakers such as a psychologist discussing the stress of unemployment or a local consultant specializing in communication, who talks about improving interpersonal skills.

PROGRESS

The Dislocated Worker Program will receive $329,000 from JTPA, Title III, for program year 1984 and has applied for an additional $500,000 in Secretary's Discretionary Funds. Plans call for a total enrollment of 169 dislocated workers by the end of program year 1983. Of these, 25 will continue participating in the 1984 program year and be added to 200 new enrollees, for a total of 225 in 1984.

Beginning on July 1, 1984, the program will run on a performance contract, paying $3,210 per placement. A tentative schedule calls for 25 percent to be paid at enrollment, 25 percent at completion, and 50 percent at placement. The payment schedule enables the program operator to recoup costs by placing 65 percent of the participants.

PROBLEMS

A continuing problem has been meeting the requirement for matching funds. The 45 percent required for program year 1983 has been difficult to achieve; the 80 percent for 1984 will be doubly so.

Further problems arise from a program that is a joint venture of a community college, two SDAs, and two state employment services. How does the program operator hold the employment service accountable when it certifies participants who are ineligible for dislocated worker (Title III) programs? Should the community college, perhaps, put the employment service on a performance contract? Solutions to these problems are still being worked out.

HINTS FOR SUCCESS

- o When operating with multiple agencies, involve all of them in the initial planning.
- o Devise a program that allows all participating agencies to get credit for their shares of the work.
- o Place private industry council members, as well as agency representatives, on oversight committees for the entire project. Agencies that don't deliver as promised are embarrassed when they have to admit their inadequacies before council members.
- o In training, stress confidence-building. This decides who gets a job when more than one qualified applicant appears.

PUBLICATIONS

A brochure, Dislocated Worker Program: Lane Community College, is available upon request from the program operator.

CONTACT

Nan Poppe
Coordinator for Classroom Training Programs
Lane Community College
4000 East 30th Avenue
Eugene, OR 97405
(503) 726-2223

National Alliance of Business

Bulletin

#N4-415

March 1983
Revised June 1984

REGION XI DISLOCATED WORKER CENTER, Des Moines, Iowa

CATEGORY Retraining, re-employment, and job search assistance for workers displaced by plant closings, technology changes, lay offs, and economic reasons.

OPERATORS United Way of Central Iowa, AFL-CIO Community Services Department

GROUPS INVOLVED South Central Iowa Federation of Labor, State Office for Planning and Programming, Central Iowa Private Industry Council, Central Iowa Employment and Training Consortium, Des Moines Mayor's Office, Massey Ferguson, Inc., and Wilson Foods, Inc.

SUMMARY The Region XI Dislocated Worker Center evolved out of the Mayor's Task Force on Plant Closings and Job Retraining, a team of 55 prominent business, government, and labor leaders charged with developing programs to aid workers displaced by plant shutdowns in Des Moines and its surrounding eight counties. Beginning in May 1981, the task force identified employment and retraining opportunities and authorized the creation of two displaced worker transition centers to provide counseling, high school equivalency classes, and job search assistance to laid-off workers. The program separates workers who have skills needed by area employers from those who do not. The first group receives job search assistance. The second group receives retraining as well as job search assistance.

Although the task force has implemented its plan, it continues to be a working body in the community, overseeing the program and modifying it to suit the changing conditions and current needs of the Des Moines area economy.

RESULTS Job search assistance -- 322 served, 242 completed, 179 placed

Retraining -- 355 entered, 220 completed, 187 placed, 135 currently in training

Transition centers have served over 5,000 dislocated workers and their families.

FUNDING

FY 1983:	$164,951	JTPA, Title III
FY 1984:	$434,152	JTPA, Title III

COSTS FY 1983 - April 1984: $349 per enrollee
$1,633 per placement

TIME SPAN June 1981 to present

OUTLINE

Background

In early 1981, two major Des Moines area firms announced plans to shut their manufacturing facilities. The closures of Massey-Ferguson, Inc., a machine parts producer, and Wilson Foods, Inc., a food packaging operation, would idle nearly 1,200 workers. Studies by local unions predicted additional closings in the coming months which would result in another 3,000 layoffs.

Alarmed by these numbers and the lack of suitable job opportunities in the area, representatives of the South Central Iowa Federation of Labor (AFL-CIO), the Central Iowa Private Industry Council, Massey-Ferguson, and Wilson Foods asked the mayor of Des Moines for help. Within 30 days, the mayor had appointed 55 prominent community leaders to his Task Force on Plant Closings and Job Retraining.

The task force set the following goals:

- o determine the impact of plant closings on Des Moines and the surrounding eight counties;
- o project occupational growth areas;
- o identify funding and other resources to aid displaced workers;
- o provide centers where affected workers could receive counseling, job search and placement assistance, and referral to other services;
- o assess the skills of the displaced workers;
- o develop and implement job training programs;
- o develop job opportunities; and
- o oversee programs and monitor their results.

The task force formed five subcommittees, each charged with achieving certain goals. The subcommittees studied specific problems relating to the displaced workers' plight, recommended solutions, and developed programs to implement these solutions.

The Massey-Ferguson/Wilson Foods subcommittee worked with the closing facilities' management to coordinate services the firms could provide to their employees with those that would be offered by the task force.

The transition center subcommittee developed two displaced worker transition centers to offer workers personal and financial counseling, skills assessment, and referral services. One counselor is located in Des Moines; two others circulate throughout the eight counties.

The service provision subcommittee developed promotional materials describing the services available to displaced workers through both the transition centers and other sources.

The education subcommittee determined the training needs of displaced workers, identified sources of training funds and programs, and developed programs where none existed.

The job development and placement subcommittee worked with the Job Service to determine labor shortages and helped match displaced workers to the current openings.

As the subcommittees began their work, the task force discovered two significant factors which shaped the final plan. First, many of the displaced workers had spent their entire working careers with their current employer and had little or no experience looking for a job.

Second, many possessed skills unsuitable for those jobs which were available. At the time of the announced closures, manufacturers employed less than 10 percent of the area's labor force -- and that percentage was sharply declining. Des Moines' economy is based largely on professional service industries, such as insurance and banking, and this is where the bulk of the job openings occur. The task force realized that, for displaced workers to become competitive in this market, they would have to learn job search techniques and they would have to be retrained. So the task force developed a two-part program -- one provided retraining and job search assistance to those who lacked marketable skills; the other offered job search assistance to workers considered readily employable.

Administration

Like the Mayor's Task Force, the Region XI Dislocated Worker Center operates under the auspices of the United Way of Central Iowa and the Job Training Partnership Act. It is staffed by a project director, counselors, and an information specialist. The project director operates out of the Des Moines transition center, coordinating all activities of the task force's program -- working with organized labor, the Chamber of Commerce, the Job Service of Iowa, educational institutions, and government funding sources. The information specialist tracks data pertinent to the program and operates a telephone hotline which refers workers to sources of counseling, employment, and medical assistance.

Recruitment, Assessment and Selection

Dislocated Worker Centers publicize their services through public service announcements, brochures, union and industry spokesmen, and local service agencies. The center staff works with applicants to help them establish JTPA eligibility and apply for benefits. The counselors assess participants' skills and refer them to either retraining or job search assistance programs.

Participant Profile

The majority of program participants are white (68 percent) and male (65 percent); 23 percent are black. Ninety percent are heads of households. Most participants are in their mid-30s and have held their jobs for an average of 10 years.

Training

Those selected for job retraining are placed in one of several programs operated by local educational institutions, including the Des Moines Area Community College, Drake University, Des Moines public schools, and Lincoln Technical Center and local union apprenticeship and pre-apprenticeship programs. Joint apprenticeship training committees composed of employer

and union representatives select candidates who are trained by union journeymen.

Those who require only job search assistance enter a 20-hour job seeking skills workshop operated by the Dislocated Worker Center.

Curriculum Working with the Center's subcommittee on job development and placement, the Job Service identifies occupational areas currently or potentially in demand. This information is relayed to the education subcommittee which identifies available training programs or develops new ones where none exist. Currently, displaced workers have access to six courses including Basics of Supervision/Finance, Information Processing Specialist, and Computer Literacy. The Center also offers a high school equivalency course for participants who do not have a diploma.

Placement The Job Service contacts area businesses to identify openings and match suitable trainees with the positions. Employers are also encouraged to visit training sites to speak to classes and to meet with individual students.

Evaluation The instructor of each class evaluates the progress of program participants and shares the information with the the Center's counselor and a Job Service representative to assist in the placement process.

Business Involvement Through their representation on the Dislocated Worker Center Advisory Board, area business leaders have contributed to the funding, design, and implementation of the task force program, and they continue to oversee and modify the plan to fit Des Moines' employment needs. Business involvement goes beyond representation; many more local firms have contributed to the success of the Center's efforts by working to minimize the impact of their own expected layoffs or slowdowns and by hiring displaced workers.

OTHER SERVICES Drake University offers dislocated workers a deferred tuition program which charges a special tuition fee and allows people up to two years to repay tuition charges. Students must have a letter from their former employers stating that they are out of work because of a permanent work force reduction or plant closing. So far, 46 workers have used this program.

The University of Osteopathic Medicine and Health Sciences offers free personal and family health care services to people registered with the Dislocated Worker Center. The program provides basic family care and acute minor illness care to those with no health insurance, limited financial resources and no existing agreement with a physician. Over 1,000 dislocated workers are enrolled in the program.

PROGRESS

- The efforts of the Dislocated Worker Center to re-employ workers displaced by plant closures have been extremely successful. An average of 82 percent of those who have participated in the program have found new jobs within a year of their termination.

- With the Des Moines task force as a model, the governor of Iowa established regional task forces and transition centers throughout the state, using funds from the Job Training Partnership Act.

- The Center director has participated in orientations and training sessions for other dislocated workers in Des Moines and other cities and continues to offer advice and assistance.

PROBLEMS

- Workers in need of training far outnumber the training slots.
- There is insufficient money available for supportive services and no funds available for stipends.

HINTS FOR SUCCESS

- Secure the chief elected official's endorsement, which will give credibility to dislocated worker efforts and attract prominent community leaders.
- Work closely with the Job Service to determine future labor needs.
- Encourage educational institutions and public service providers to offer programs to train workers for existing and potential job opportunities.
- Involve unions in the design and implementation of retraining programs.

PRODUCTS

Plant Closings and Layoffs: Problems Facing Urban and Rural Communities; by Philip D. Langerman, Ph.D., Richard L. Byerly, Ph.D., and Kenneth A. Root, Ph.D.; October 1982, Drake University, College for Continuing Education, 27th and University Avenue, Des Moines, Iowa 50311.

CONTACTS

Dr. Philip D. Langerman
Drake University
Dean, College for Continuing Education
2700 University Avenue
Des Moines, Iowa 50311
(515) 271-2181

Ms. Judy Fitzgibbon
Director
Region XI Dislocated Worker Center
Machinist Hall
2000 Walker - Suite B
Des Moines, Iowa 50317
(515) 263-0077

Bibliography

A wealth of literature exists on economic dislocation and its impacts on workers. This bibliography focuses on literature since 1981 which describes responses to mass lay-offs or plant closures. Readers interested in earlier works or broader issues related to this topic may wish to refer to the additional bibliographies identified at the end of this list.

AFL-CIO Human Resources Development Institute. Union Response to Plant Closings: A Program Guide. Washington, DC: AFL-CIO, 1987.

AFL-CIO Industrial Union Department. Deindustrialization and the Two Tier Society. Washington, DC: AFL-CIO, 1984.

Ashley, William L., and Zahniser, Gale. Helping the Dislocated Worker: Sample Programs. Columbus, OH: National Center for Research in Vocational Education, 1984 (in print).

Baldwin, Stephen B., and Donahue, Ann. "Displaced Workers -- New Options for a Changing Economy." Implementing the Job Training Partnership Act, Information Exchange No. 11. Washington, DC: National Governors' Association, March 1983.

Barth, Michael C. "Canada's Manpower Consultative Service: A Model for Adjustment Assistance?" Entrepreneurial Economy 1 (November 1982): 12.

_____. "Dislocated Workers." Journal of the Institute for Socioeconomic Studies, Spring 1982.

Barton, Paul E. Worklife Transitions: The Adult Learning Connection. New York: McGraw-Hill, 1982.

Batt, William L. Jr. "Plant Closings: An Improved Approach." County Employment Reporter 11 (August 1982): 10-12.

Bendick, Marc. "Government's Role in the Job Transitions of America's Dislocated Workers: A Statement Before the Committee on Science and Technology and the Committee on the Budget." Washington, DC: Urban Institute, June 9, 1983.

_____. "Role of Public Programs and Private Markets in Re-employing Workers Dislocated by Economic Change." Washington, DC: Urban Institute, November 1982.

_____. Workers Dislocated by Economic Change: Towards New Institutions for Midcareer Worker Transformation. Washington, DC: Urban Institute, 1982.

Bendick, Marc, and Egan, Mary Lou. Recycling America's Workers: Public and Private Approaches to Mid-Career Training. Washington, DC: Urban Institute, 1982.

Bendick, Marc, and Devine, Judith Radlinski. "Workers Dislocated by Economic Change: Do They Need Federal Employment and Training Assistance?" National Commission for Employment Policy Seventh Annual Report: The Federal Interest in Employment and Training. Washington, DC: National Commission for Employment Policy, 1981.

Bluestone, Barry, and Harrison, Bennett. The Deindustrialization of America: Plant Closings, Community Abandonment and the Dismantling of Basic Industry. New York: Basic Books, 1982.

_____. "The Deindustrialization of America." Entrepreneurial Economy 1 (November 1982): 3-5.

Boyle, M. Ross. "Plant Closings: Options for Economic Adjustment." Economic Development Commentary 6 (Fall 1982): 17-23.

Bureau of National Affairs. BNA's Report on Layoffs, Plant Closings, and Concession Bargaining, April 1982 and July 1982.

_____. Labor Relations in an Economic Recession: Job Losses and Concession Bargaining. Washington, DC: Bureau of National Affairs, 1982.

Buss, Terry F.; Redburn, F. Stevens; and Waldron, Joseph. Mass Unemployment: Plant Closings and Community Mental Health. Beverly Hills, CA: Sage Publications, 1983.

California, Department of Economic and Business Development. "Information Packet on Plant Closings and Mass Layoffs: Options for Community Response." Sacramento, CA: 1984.

California, Employment Development Department. Displaced Worker Evaluation Report. Sacramento, CA: November 1983.

_____. "Economic Development and Dislocated Workers." Implementing the Job Training Partnership Act, Information Exchange No. 3. Washington, DC: National Governors' Association, January 1983.

_____. Planning Guidebook for Communities Facing a Plant Closure or Mass Layoff. Sacramento, CA: January 1983.

California, Office of Planning and Policy Development. "Assisting Dislocated Workers." County Employment Reporter 11 (October 1982): 3-8.

California Association for Local Economic Development. "Community Response to Plant Closures." Economic Adjustment Report 1 (April-June 1982).

California Manufacturers Association. Difficult Times .. Difficult Decisions: An Employer Guide for Work Force Reductions. Sacramento, CA: California Manufacturers Association.

Clark, Donald M. "Displaced Workers: A Challenge for Voc Ed." Columbus, OH: National Center for Research in Vocational Education, 1983.

Connell, Janie B. Helping the Dislocated Worker: Resources. Columbus, OH: National Center for Research in Vocational Education, 1984 (in print).

"Dislocated Worker Program in Ohio Responds to Wave of Plant Closings." Employment and Training Reporter 15 (March 28, 1984): 762-763.

Fedrau, Ruth. "A Comprehensive State Response to Plant Closings and Mass Layoffs." Entrepreneurial Economy 1 (November 1982): 7-9.

_____. "Coping with Long Term Unemployment: The Role of the Private Sector." Paper presented at the 36th Annual Meeting of the Industrial Relations Research Association, San Francisco, CA, December 28, 1983.

_____. Designing a Statewide Response to Workforce Reductions and Establishing a Framework for Local Planning. Washington, DC: National Alliance of Business, 1983.

_____. "Responses to Plant Closures and Major Reductions in Force: Private Sector and Community Based Models." The Annals of The American Academy of Political and Social Science 475 (September 1984, in print).

_____. Surviving a Plant Closure: Response Strategies for Counties and Communities. Washington, DC: National Alliance of Business, 1982.

"Former Pilot Projects for Displaced Workers Carry on with New Funding." Employment and Training Reporter 15 (April 18, 1984): 834-836.

Freeman, Frederick E. "A Case Study of Dislocated Workers in Cleveland." Jobs Watch, December 1983, pp. 1-10.

Freeman, Richard B. "Troubled Workers in the Labor Market." National Commission for Employment Policy Seventh Annual Report: The Federal Interest in Employment and Training. Washington, DC: National Commission for Employment Policy, 1981.

Gordus, Jeanne Prial. Coping with Unemployment. Indianapolis, IN: The Statewide Staff Development Institute, 1981.

Gordus, Jeanne P.; Jarley, Paul; and Ferman, Louis A. Plant Closings and Economic Dislocation. Kalamazoo, MI: W. E. Upjohn Institute for Employment Research, 1981.

Hansen, Gary B.; Bentley, Marion T.; Gould, Jeanni Hepworth; and Skidmore, Mark H. Life After Layoff: A Handbook for Workers in a Plant Shutdown. Logan, UT: Utah Center for Productivity and Quality of Working Life, Utah State University, 1981.

Hooks, Greg; Johnson, Donald; Havens, A. Eugene; and Newby, Howard. "Small Towns and Factory Closings: Impacts and Alternatives." Small Town, January-February 1982, pp. 7-13.

Iowa, Governor's Task Force on Retraining/Dislocated Workers. "Report and Recommendations." Implementing the Job Training Partnership Act, Information Exchange No. 13. Washington, DC: National Governors' Association, April 1983.

Jackson, Mason and Davis, Eileen. Planning Employment and Training Programs for the Displaced Worker. Ft. Lauderdale, FL: Florida Training Institute, June 1983.

"Job Dislocation: Transition Is the Name of the Game." Jobs Watch, December 1983, pp. 3-4.

Kolberg, William H. "Testimony of the National Alliance of Business Before the Joint Economic Committee, Congress of the United States, On the Job Training Partnership Act and American Labor Force Training Needs." Washington, DC: National Alliance of Business, September 26, 1983.

_____, ed. Dislocated Workers: Preparing America's Workforce for New Jobs. Cabin John, MD: Seven Locks Press, 1983.

Kovach, Kenneth A., and Millspaugh, Peter E. "The Plant Closing Issue Arrives at the Bargaining Table." Journal of Labor Research, 4 (Fall 1983): 367-375.

Labitch, Kenneth. "A Steel Town's Bid to Save Itself." Fortune, April 18, 1983, pp. 102-107.

Langerman, Philip D.; Byerly, Richard L.; and Root, Kenneth A. Plant Closings and Layoffs: Problems Facing Urban and Rural Communities. Des Moines, IA: Drake University, 1982.

Lawrence, Anne, and Chown, Paul. Plant Closing and Technological Change: A Guide for Union Negotiators. Berkeley, CA: Institute of Industrial Relations, University of California.

Luria, Dan, and Russell, Jack. Rational Reindustrialization: An Economic Development Agenda for Detroit. Detroit, MI: Widgetripper Press, 1981.

Massachusetts, Executive Office of Economic Affairs. Report of the Task Force on Dislocated Workers. Boston, MA: January, 1984.

Mazza, Jacquelin. Shutdown: A Guide for Communities Facing Plant Closings. Washington, DC: Northeast-Midwest Institute, 1982.

McKenzie, Richard B. Plant Closings: Public or Private Choices? Washington, DC: CATO Institute, 1982.

McKenzie, Richard B., and Yandle, Bruce. "State Plant Closing Laws: Their Union Support." Journal of Labor Research 3 (Winter 1982): 101-110.

McKersie, Robert B., and Sengenberger, Werner. Job Losses in Major Industries: Manpower Strategy Responses. Paris: Organization for Economic Cooperation and Development, 1983.

Nelson, Richard R. "State Labor Legislation Enacted in 1983." Monthly Labor Review, January 1984, pp. 59-75.

National Alliance of Business. "Canadian Manpower Consultive Service." Bulletin. Washington, DC: National Alliance of Business, March 1983.

_____. "General Motors New Technological Training, Wentzville, Missouri." Bulletin. Washington, DC: National Alliance of Business, July 1983.

_____. Planning for Worker Re-adjustment: A Technical Assistance Guide for States. Washington, DC: National Alliance of Business, 1983

_____. Planning for Workforce Reductions: A Technical Assistance Guide for Employers. Washington, DC: National Alliance of Business, 1984.

_____. Worker Adjustment to Plant Shutdowns and Mass Layoffs: An Analysis of Program Experience and Policy Options. Washington, DC: National Alliance of Business, 1983.

National Association of Manufacturers. When a Plant Closes: A Guide for Employers. Washington, DC: National Association of Manufacturers, 1983.

National Center for Employee Ownership. A Legislative Guide to Employee Ownership. Arlington, VA: National Center for Employee Ownership, 1984.

Plant Shutdowns Monitor. A monthly report of press clippings from 200 publications on plant closings and related issues. Oakland, CA: The Data Center.

Probe International. Plant Closing Legislation at the State Level: United States - 1982. Stamford, CT: Probe International, 1982.

Raines, John C.; Berson, Lenora; and Gracie, David, eds. Community and Capital in Conflict: Plant Closing and Job Loss. Temple University Press, 1982.

"Report on Dislocated Worker Projects sees 'OJT,' Assessment as Key Services." Employment and Training Reporter 15 (April 11, 1984): 808-810.

Rosen, Cory. Employee Ownership: Issues, Resources and Legislation. Arlington, VA: National Center for Employee Ownership, 1982.

Rosenfeld, Stuart. "Reskilling The Southern Workforce: Programs for Dislocated Workers." Foresight. Research Triangle Park, NC: Southern Growth Policies Board, March 1984.

Saks, Daniel H. Distressed Workers in the Eighties. Washington, DC: National Planning Association, 1983.

Schiller, Bradley R. "Dislocated Workers: Focus of the 1980s." Jobs Watch, December 1983, pp. 1-8.

Schweke, William. "Plant Closings: A Model Agenda for State and Local Governments." Ways and Means. March/April 1982, pp. 3-4.

Schweke, William, and Webb, Lee. Putting America Back to Work: What States and Cities Can Do. Washington, DC: Conference on Alternative State and Local Policies, 1982.

Smith, Stephanie. "Displaced Workers Programs Funded by Title III of JTPA." Economic Development and Law Center Report 13 (July/August 1983): 7-10.

"Speakers at Conference on Dislocated Workers Call for Industrial Policy." Employment and Training Reporter 15 (April 25, 1984): 849-851.

Squire, Catherine. "Fighting Back Against Plant Closings." Economic Development and Law Center Report 13 (Spring 1983), pp. 10-15.

_____. "Options for Plant Retention in the Wake of an Anticipated Closure." Entrepreneurial Economy, 1 (November 1982): 9-10.

Stark, Nancy. "Industrial Plant Closings: A Community Responds." Municipal Innovations, Summer 1982.

Teague, Carroll. "Private Sector Responsibility in a Plant Shutdown." Entrepreneurial Economy, 1 (November 1982): 6.

"Unions' Latest Goal: A Job for Life." U.S. News & World Report, May 21, 1984, pp. 74-76.

U.S. Commission on Civil Rights. Shutdown: Economic Dislocation and Equal Opportunity, prepared by the Illinois Advisory Committee to the U.S. Commission on Civil Rights. Washington, DC: Government Printing Office, 1981.

U.S. Congress, Congressional Budget Office. Dislocated Workers: Issues and Federal Options. Washington, DC: Government Printing Office, July 1982.

_____. The Industrial Policy Debate. Washington, DC: Government Printing Office, December 1983.

_____. "Strategies for Assisting the Unemployed." Washington, DC: Government Printing Office, December 1982.

U.S. Department of Commerce. Economic Development Administration. Coping with the Loss of a Major Employer: A How-to Manual, by McManis Associates, Inc. Washington, DC: 1983.

U.S. Department of Labor. Employment and Training Administration. Buffalo Worker Reemployment Center, Buffalo, New York, by L.M. Wright, Jr., Mathematica Policy Research, January 1984. (under review.)

_____. The Downriver Community Conference Economic Readjustment Activity Program: Impact Findings from the First Phase of Operations, by D. Alton Smith, Jane Kulick, and Ernst Stromsdorfer, Abt Associates Inc. Springfield, VA: National Technical Information Service, May 1983.

_____. Job Search: A Review of the Literature, by Stephen L. Mangum. Springfield, VA: National Technical Information Service, February 1982.

_____. Reemploying Displaced Workers: The Implementation of the Downriver Community Conference Economic Readjustment Program, by Jane Kulik, J.W. Frees, Marcia Jerrett, Linda Sharpe, and Ernst Stromsdorfer, Abt Associates Inc. Springfield, VA: National Technical Information Service, September 1982.

_____. Serving the Dislocated Worker: A Report on the Dislocated Worker Demonstration Program, by Marcia Jerrett, Robert Kulik, Jane Kulik, John Tilney, and Jeffrey Zornitsky, Abt Associates Inc., December 31, 1983.

_____. The State of the Art in Job Search Training, by Miriam Johnson. Springfield, VA: National Technical Information Service, February 1982.

U.S. Department of Labor. Labor Management Services Administration. Plant Closing Checklist: A Guide to Best Practice. Washington, DC: Government Printing Office, 1983.

_____. Plant Closings: What Can Be Learned from Best Practice, by Robert B. and William S. McKersie. Washington, DC: Government Printing Office, 1982.

Watts, Glen E. "Economic Adjustment in an Information Age: A Union Strategy for the Future." Entrepreneurial Economy 1 (November 1982): 6-7.

Wegmann, Robert G. Reemployment Assistance for Laid-Off Workers. Columbus, OH: National Center for Research in Vocational Education, 1983.

Whyte, William Foote; Hammer, Tove Telland; Meek, Christopher B.; Nelson, Reed; and Stern, Robert N. Worker Participation and Ownership: Cooperative Strategies for Strengthening Local Economics. Ithaca, NY: ILR Press, 1983.

"When Employees Run Their Own Steel Mill." U.S. News & World Report, May 7, 1984, pp. 77-78.

Williamson, Ken. "Self-Employment for Displaced Workers: Making the Option Work." Durham, NC: Resource and Community Development Associates.

Wintner, Linda. Employee Buyouts: An Alternative to Plant Closings. New York: Conference Board, 1983.

Zahniser, Gale, and Ashley, William L. Helping the Dislocated Worker: Planning Community Services. Columbus, OH: National Center for Research in Vocational Education, 1984 (in print).

Bibliographies on Plant Closures

Hansen, Gary B.; Bentley, Marion T.; and Skidmore, Mark H. Plant Shutdowns, People and Communities: A Selected Bibliography. Logan, UT: Utah Center for Productivity and Quality of Working Life, Utah State University, 1982.

Hansen, Gary B.; Bentley, Marion T.; Pond, Roxanne; and Skidmore, Mark H. A Selective Annotated Bibliography on Plant Shutdowns and Related Topics. Logan, UT: Utah Center for Productivity and Quality of Working Life, Utah State University, 1983.

Holen, Arlene. Losses to Workers Displaced by Plant Closure or Layoff: A Survey of the Literature. Alexandria, VA: Center for Naval Analyses, November 1976.

Root, Kenneth. Companies, Mines, and Factories - Shutdowns, Closures and Moves: A Bibliography. Monticello, IL: Vance Bibliographies, 1979.

_____. Companies, Mines, and Factories - Shutdowns, Closures and Moves: A Bibliography, 2nd ed. Monticello, IL: Vance Bibliographies, 1984 (in print).

Background Materials

State Contacts for Title III Dislocated Worker Programs

WorkAmerica Reprints

State Contacts for Title III Dislocated Workers Programs

Claude O. McCartney
Department of Economic
and Community Affairs
Employment and Training Division
3465 Norman Bridge Road
P.O. Box 2939
Montgomery, Alabama 36105-0939
(205) 284-8800

Deborah K. Smith
Division of Community Development
944 E. 36th Avenue
Suite 400
Anchorage, Alaska 99508
(907) 563-1955

Edward Coleman, Manager
Operational Assistance
Arkansas Employment Security
Division
P.O. Box 2981
Little Rock, Arkansas 72203
(501) 371-5360

Gloria Becerra, Assistant Director
Division of Employment & Rehabilitation
Services
Department of Economic Security
1300 W. Washington
P.O. Box 6123 (901A)
Phoenix, Arizona
(602) 255-4333

Jim Curtis
Employment Development Department
800 Capitol Mall-MIC 69
Sacramento, CA 95814
(916) 323-3755

James Moore, Deputy Director
Governors Job Training Office
770 Grant
Room 222
Denver, Colorado 80203
(303) 866-3165

Tim Cronin
Title III Dislocated Worker
Coordinator
State JTPA Administration
Office
200 Folly Brook Blvd.
Wethersfield, CT 06109
(203) 566-3614

Robert Richmond
Division of Training Services
Department of Labor
3403 Lancaster Ave.
Wilmington, Deleware 19805
(302) 995-8390

Clenteria Knight
Bureau of Job Training
1320 Executive Center Drive
Berkeley Building
201 Atkins
Tallahassee, Florida 32301
(904) 488-9400

Robert Davis
Section Chief
Planning & Statewide Programs
Georgia Department of
Community Affairs
40 Marietta Street, N.W.
Atlanta, Georgia 30303
(404) 656-7392

Robert Watada, Administrator
Office of E & T Administration
State of Hawaii
Dept. of Labor Industrial Relations
830 Punch Bowl Street
Room 204
Honolulu, Hawaii 96813
(808) 548-7824

Judith Walker
Grant Management Officer
Grants Management Unit
Department of Employment
317 Main Street
Boise, ID 83735
(208) 334-2600

Jim O'Brien, Chief
Office of Program Development
and Assessment
Department of Commerce
& Community Affairs
620 East Adams Street
Springfield, Illinois 62701
(217) 785-3169

Jerry Watts
Indiana Office of Occupational
Development
701 ISTA Building
150 West Market Street
Indianapolis, Indiana 46204
(317) 232-8501

Philip C. Smith
Division for Human Resource
Coordination
Office of Planning and
Programming
523 East 12th Street
Des Moines, IA 50319
(515) 281-3928

Troy Carolson
Title III Dislocated Workers
Planning & Programming
Analyst
401 Topeka Avenue
Topeka, Kansas 66603
(913) 296-2139

Richard T. Heine
JTPA Project Director
Department of Employment
Services
275 E. Main Street
Frankfort, KY 40621
(502) 564-5360

Arlene Mahaffey
Chief of Contracts
Louisiana Department of Labor
5360 Florida Blvd.
Baton Rouge, LA 70806
(504) 925-4370

Stephen Bennett, Title III
Coordinator
Maine Department of Labor
State House Station 54
Augusta, Maine 04333
(207) 289-3375

Vernon Thompson
Director
Job Training & Placement
Administration
1123 N. Eutaw Street
Suite 202
Baltimore, MD 21201
(301) 383-7650

Glen Schneider, Assoc. Planner
Office of Economic Affairs
Hurley Building, 4th Floor
Boston, MA 02114
(617) 727-8705

Marjorie Peura, Planning & Evaluation Coordinator
Job Service & Training Division
Department of Labor Industry
P.O. Box 1728
Helena, MT 59624
(406) 444-3240

Dr. Eugene Paslov, Director
Gov. Office for Job Training
222 Hollister Building
P.O. Box 30039
Lansing, MI 48909
(517) 373-6227

Joseph P. Foster, Director
Division of Job Training
Nebraska Department of Labor
550 South 16th Street
Lincoln, Nebraska 65809
(402) 471-2127

Edward Retka
State Dislocated Worker Programs Coordinator
Governor's Job Training Office
690 American Center Building
150 E. Kellogg Blvd.
St. Paul, MN 55101
(612) 296-7918

Bob Wolf, Chief of State Operations
C/O Nevada Employment Security Department
500 East 3rd Street
Carson City, NV 89713
(702) 885-4619

Joy Thorp, Bureau Director
Governor's Office of Job Development & Training
State Programs Division
P.O. Box 22808
Jackson, Mississippi 39225-2188
(601) 354-7721

Marshall Cobleigh
Office of Employment & Training
155 Manchester Street
P.O. Box 1477
Concord, NH 03301
(603) 224-7400

Glenn Stinson, Chief
Statewide Programs
Division of Manpower Planning
221 Metro Drive
Jefferson City, Missouri 65101
(314) 751-4750

Scott Stryker, Coordinator
E & T Programs
Department of Labor & Industry
Division of Employment & Training
Trenton, NJ 08625
(609) 292-5005

Mark Albers, Planner III
Employment Security Dept.
P.O. Box 4218
Santa Fe, New Mexico 87502
(505) 827-6827

Carol June Washington
Deputy Director for Grants Mgmt.
New York State DOL
State Campus, Bldg. 12
Albany, NY 12240
(518) 457-0361

Kathy Vinson, Title III
Planning Coordinator
Division of Employment & Training
P.O. Box 27687
Raleigh, NC 27611
(919) 733-5370

James Schneider, Director
Employment & Training Division
Job Service North Dakota
P.O. Box 1537
Bismarck, ND 58502
(701) 224-2843

Frankie Young
Operations Manager
JTPA Division
Ohio Bureau of Employment Services
145 South Front Street
Columbus, OH 43216
(614) 462-8488

Jerry Warren, Director
of E & T Division
Department of Economic
& Community Affairs
4545 Lincoln Blvd., Suite 285
Oklahoma City, OK 73105
(405) 528-8200

Ray Worden, Planning
Supervisor
Intergovernmental Relations
Division
155 Cottage Street, N.E.
Salem, Oregon 97310
(503) 373-7687

Keith Mitchell
Bureau Job Training
Partnership
Department of Labor
& Industry
1st Floor East Wing
7th & Fourth Streets
Harrisburg, PA 17120
(717) 787-1303

Dennis Bouchard
Training Program Specialist
Job Development & Training
Division of Department
of Economic Development
555 Valley St., Bldg. 51
Providence, RI 02908
(401) 277-2090

Annette Davis
Grants Administrator
Division of Employment
& Training
Office of the Governor
1800 St. Julian Place
Columbia, SC 29204
(803) 758-2866

Rick Rasmussen
Labor Program Specialist
Department of Labor
State of South Dakota
700 Illinois North
Kneip Building
Pierre, South Dakota 57501
(605) 773-5017

Robert Meadows
Grants Analyst
Tennessee Department of Labor
Manpower Development Division
James K. Polk Bldg., 18th Fl.
Nashville, Tennessee 37219
(615) 741-4183

Christopher King, Asst. Director
Research, Demonstration & Evaluation Section (RDES)
Texas Department of Community Affairs
Training & Employment Division
P.O. Box 13166, Capitol Station
Austin, TX 78711
(512) 443-4100

Anna Marie Dunlap
Associate Director
Department of Community & Economic Development
6290 State Office Building
Salt Lake City, Utah 84114
(801) 533-5396

Robert MacLeod
Director
Job Training Office
Department of Employment & Training
P.O. Box 488
Montpelier, Vermont 05602
(802) 229-0311

James Wrenn
State Dislocated Worker Coordinator
Virginia Employment Commission
P.O. Box 1358
Richmond, VA 23211
(804) 786-1614

Barbara J. Flaherty
Department of Employment Security
E & T Services Division
1007 South Washington St.
Olympia, WA 98504
(206) 754-1082

William P. Thaw, Director
Employment & Training Division
Governor's Office of Economic & Community Development
5790-A MacCorkle Avenue, S.E.
Charleston, WV 25304
(304) 348-5920

Dewitt Moore, Jr.
Administrator
Division of Planning, Evaluation and Grants Management
101 South Webster
6th Floor
P.O. Box 7972
Madison, WI 53707
(608) 266-1150

Frank Galeotos
Director of JTPA Programs
State of Wyoming
Division of Manpower Planning
1920 Thomas
Cheyenne, Wyoming 82002
(307) 777-7671

Joyce Flowers
Supervisor
Dislocated Worker Program
D.C. Department of Employment
Services
500 C Street, N.W.
Room 300
Washington, DC 20001
(202) 639-1272

Focus On . . .

Johnstown Fights Backs

A Partnership Works to Build a New Economic Future

Johnstown's program stresses that there are no easy solutions or instant results for dislocated workers seeking new jobs. (Johnstown Tribune-Democrat)

Can Johnstown, Pennsylvania, ravaged by three major floods and linked economically with the shrinking steel and coal industries, provide a national model for what can be accomplished under the Job Training Partnership Act?

If it can—and many Johnstownians firmly believe it can—much of the credit will be due to a community-based program that is establishing a series of partnerships involving industry, educational institutions, government and business. This collaborative effort combines an economic development strategy with comprehensive re-employment assistance.

Nobody in Johnstown harbors illusions about the odds. The unemployment rate by standard measurement consistently stands above 20 percent; for three consecutive months last year, it topped 25 percent. Curbstone wisdom holds that, counting those who have given up after long, futile job hunts, the jobless rate is nearer 40 percent.

For generations, the major employer in this western Pennsylvania city of 60,000 has been the Bethlehem Steel Corporation. Bethlehem remains the major employer, even though its work force, which reached a post-World War II peak of 18,000, has declined to 3,500. Continued operation of the plant, headquarters of Bethlehem's new Bar, Rod & Wire Products Division, apparently was assured when the company closed its Lackawana, New York plant and consolidated those operations at Johnstown.

Last August Bethlehem invested $600,000 in a Career Continuation Center in Johnstown, one of four the company has set up to help employees deal with the economic and emotional impact of permanent layoffs. Subsequently, the state of Pennsylvania kicked in an additional $1.3 million in state and federal funds, and the center extended its services to all dislocated workers in the greater Johnstown area.

The money is channeled through Johnstown Area Regional Industries, Inc., an organization formed in 1973 in response to the probability of major industrial layoffs. The Center for Technology, Training and Development of the Southern Alleghenies, which provides much of the retraining for dislocated workers, is also a member of this community partnership.

Johnstown has always shown a remarkable resilience in the face of adversity. In 1961, with the national annual unemployment rate at 6.7 percent, Johnstown had a peak unemployment rate of 18.2 percent. After 10 years of cooperative effort aimed at economic revival, the unemployment rate had fallen to 6.8 percent, less than a point above the national average. In the mid-1970s, Johnstown Area Regional Industries (JARI) raised $3 million to form the Johnstown Economic Development Corporation.

Growth continued until 1977, when the most recent of the area's devastating floods struck. The unemployment rate, which had dropped to 4.7 percent the month before, shot up to 20 percent. The national recession that soon followed and the far-reaching changes in the global economy have had a dramatic impact on steel and coal, the two industries on which Johnstown's economy is most dependent.

The approximately 5,000 workers displaced in the latest industrial shuffle are the clients of the Career Continuation Center in its first year of operation. The center is operated under contract by Mainstream Access, Inc., a New York-based career consulting firm, and run by William F. Pilder, a managing director of the firm and an adult-career-development psychologist.

About 100 displaced workers a week spend four and one-half days in orientation and testing sessions at the center's downtown offices. At the end of their first week participants are assigned to job search clubs of some 30 members each. These groups meet regularly at the center to discuss employment possibilities. They review updated listings of area jobs and computer print-outs from national labor market data banks. They also have access to a library stocked with periodicals that publish job openings and with books that contain job search assistance. A battery of telephones enables job seekers to make long distance phone calls to prospective employers without charge. Resumes are word-processed and duplicated.

Career center staff devote much of their energy to dispelling unrealistic hopes of short-term revival of the steel industry and to encouraging workers to start new careers. Whatever their aspirations, however, most workers want to remain in Johnstown.

So how can Johnstown create 5,000 new jobs?

This question challenges the area's entire leadership, but most notably it challenges Pilder and Richard Uzelac, JARI executive director, who closely coordinate their efforts. Although negotiations that would bring a major sythetic fuels developer to the area seem promising, both these men view small business as the brightest prospect for employment in the 1980s. Their hope is based on research showing that the overwhelming majority of jobs created in the last decade were created by firms with 100 or fewer employees.

A major goal of the Johnston marketing strategy is to attract small businesses seeking to grow. Business leaders have taken steps to form small business and minority enterprise small business investment companies. Talks are under way with a Wall Street investment banking firm, which would secure venture capital for new firms and existing ones seeking to expand. Among the targets of this marketing strategy are smaller companies that might relate to Bethlehem Steel's Bar, Rod and Wire Products Division, which uses the latest technology available.

The Career Continuation Center will play a major role in the quest for small businesses by identifying potential entrepreneurs. Pilder believes this might be one route through which dislocated workers could rejoin the rapidly thinning middle-income ranks, regaining the level of income they enjoyed as steel workers.

In a separate effort to stimulate entrepreneurial activity, Pilder arranged for 100 business leaders and educators to take part in a special 24-hour program at the School for Entrepreneurs in Tarrytown, New York. "Total immersion" sessions that last from 7 a.m. to midnight are not uncommon at this innovative school conducted by Robert Schwartz at a 16-acre estate overlooking the Hudson River. Schwartz, an inventive entrepreneur himself, often includes in the curriculum encounter-group sessions, psychological games, and personality tests to measure the participants' need and potential for achieving goals.

Those who are convinced the Johnston program will evolve as an important national model for career restructuring put great stock in what is called "the Johnstown spirit." Pilder tells the following story to illustrate the spirit:

"After the 1977 flood, placards were hung in store windows, banks, schools, offices and factories declaring: 'We will rebuild!' Within a short time these were overprinted with the words 'We did rebuild!' This tells you something important about the Johnstown spirit—it's a tangible, living reality."

William Pilder, director of the Greater Johnstown Career Continuation Center, predicts a 10-year effort to rebuild the community's economy.

Showcase

Dislocated Worker Retraining
Community College of
Allegheny County, Pennsylvania

Retraining

Pittsburgh Dislocated Workers Get a Second Chance

Two years ago, John Belan left his position as a highly skilled, well-paid millwright at a steel plant in Pittsburgh, Pennsylvania to become an unemployment statistic.

Laid off from an industry that ranks among the hardest hit by economic downturns, foreign competition and technological change in the workplace, Belan was but one more casualty of industrial displacement, a phenomenon that by some estimates accounts for 75 percent or more of the last decade's unemployment increases. The trend has left workers, many with sophisticated skills, watching helplessly while their high-paying jobs were automated or simply eliminated. They have flooded local labor markets, ill-prepared to compete for other jobs.

Pennsylvania's Allegheny County, which includes Pittsburgh, is a case in point. A manufacturing center for over a century, the area has been a particular victim of industrial displacement.

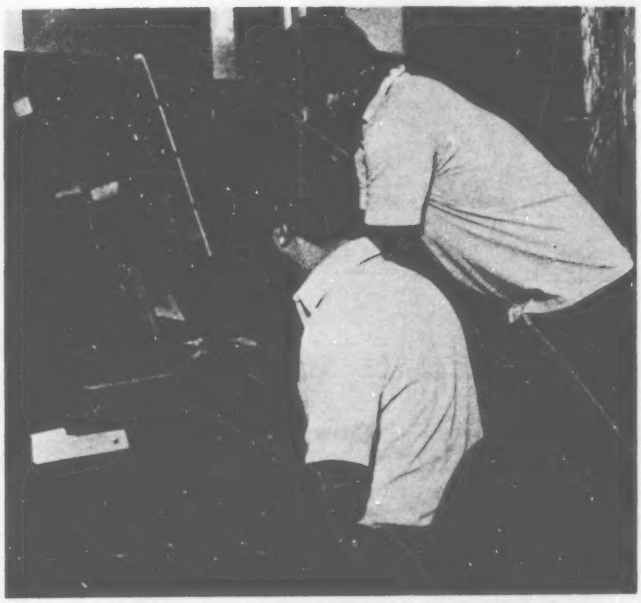
"We probably have over 100,000 displaced workers in Allegheny County," says Victor Papale, executive assistant to Allegheny County Commissioner and board chairman Tom Foerster.

While most of the county's unemployed came from the steel industry, others worked at auto assembly plants, glass or heavy electrical equipment manufacturers. With an average age of 32, "most of them are in the prime of their working lives," Papale adds.

There are jobs to be found, says Dr. Larry Whitworth, vice president of educational services at the Community College of Allegheny County. "In the last seven or eight years, we've lost 78,000 jobs in manufacturing," he explains, "but we've added 218,000 new jobs during that same period." The problem is that, like John Balen, most of those dislocated workers cannot move into these positions without retraining.

That's where the community college comes in.

Working with local firms, the Allegheny County Commissioners, and the state government, the college has developed a two-pronged approach to preparing dislocated workers for the changing needs of Pittsburgh-area employers.



'First Aid' For the Jobless

The first effort began in 1981 in response to a request from workers at U.S. Steel, according to Daniel Przybylek, dean of continuing education at the community college. "We were asked to generate some models to help companies and localities put people back to work," he says.

Using state vocational education money and equipment and instructors on loan from industry, the continuing education department began providing job retraining in emerging occupations identified either within a specific firm or in the larger job market. Each program the college undertakes trains the dislocated worker whose former skills can most quickly be made marketable.

"In medicine, the concept is called triage," Przybylek explains. "It works like this: In a disaster, the medics first attend to those people who are hurt the least so that they can get up and help. Then they take care of those who are hurt more seriously and so on until they care for those who are near death.

"In retraining for our local economy, we use the same concept. We look for where it's most efficient for us to invest our limited amount of money," he continues. "The model we've developed, the job task analysis model, allows us to cross-train skilled blue collar workers in a minimum amount of time," he continues. "We look at what they had been doing. Then we look

(Continued on page 10)

Highlighting Business/Education Partnerships

With public attention riveted on the nation's schools, interest in forming or improving industry/education relationships is flourishing.

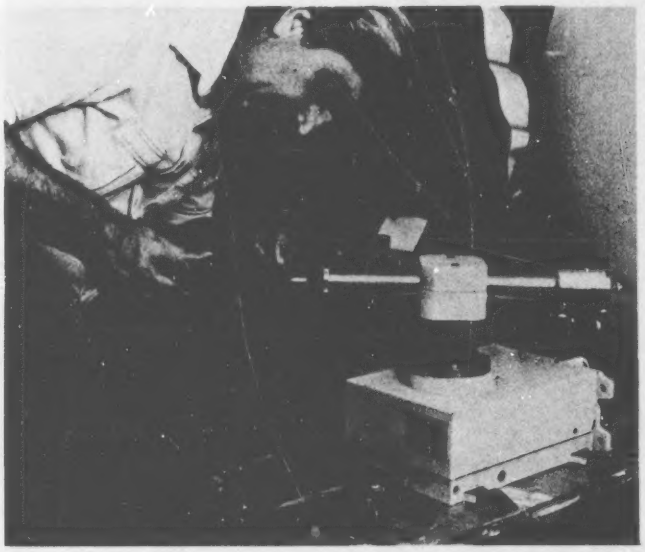
Business/Education Cooperation, a new NAB information packet, will help both business leaders and educators develop mutually beneficial cooperative programs.

The packet includes 17 *Bulletins* and four articles on successful partnership models from across the country, as well as a bibliography of more than 50 references and summaries of two reports published by the National Commission on Employment Policy. It also contains three recently released reports by the National Alliance of Business: "Business/Education Cooperation: An Overview"; "The Roles of Educational Institutions in the Job Training Partnership Act Program" and "Technical Report on Education and the Job Training Partnership Act."

As a special service, packet purchasers may also obtain a copy of the Vocational Foundation's *The Private Sector Youth Connection* for only $7.50, a 50 percent savings from the regular $15 price. This planning manual describes eight general categories of cooperative programs and details 55 tested school/business partnerships.

Business/Education Cooperation may be purchased for $27.50 for the basic packet or $35 with the planning manual. To order, use the Order Form on page 11 in this issue.

Showcase



at the duties of emerging jobs and match those that are most compatible."

Matching Skills, Training

Przybylek points to former millwright John Belan to exemplify the approach. After studying local industrial trends and consulting with its industrial advisory board, the community college identified a market for robotics repair technicians. It developed a program and recruited dislocated workers, including Belan, through the job service.

Belan, who had been out of work for more than a year, "had a terrific electronics background" because of his experience as a millwright, Przybylek says. It was the perfect bridge to robotics repair. Last July, he entered the program which is funded with state vocational education money and taught by college staff and engineers from Westinghouse using robots loaned by the firms. The course is scheduled to end in May.

In addition to the robotics technicians, the community college has cross-trained millwrights as stationary engineers, machinists as assemblers and fabricators for a subway system being built in Pittsburgh. "We run our programs in the evening so that if the trainees are called back to their former jobs or find new ones, they can continue the training," Przybylek adds.

The department is even taking some preventive measures. "In the spring, we'll initiate our software user project," he says. "We'll teach people how to use software in their jobs in conjunction with Carnegie-Mellon University, American Bell and the Smaller Manufacturers Council." The purpose of the project is to help workers keep pace with technological changes affecting their jobs so they do not become dislocated by those changes and "to make them a partner in the upgrading of their jobs."

Serving the Larger Community

Przybylek says that while his department develops specific programs for a very targeted portion of the dislocated worker population, the college sponsors another, more broadly based approach to retraining larger numbers of this group.

The Worker in Transition Program, headed by Dr. Whitworth and funded with a $1 million grant from the county commissioners, has been accepting dislocated workers since last September into any of the school's 200 programs, all at county expense.

"The commissioners came to us and said, 'Look, we have a major problem. We have 100,000 unemployed people. What would you recommend?' " Whitworth says. "Our answer was there really is nothing specifically you can do on so large a scale except to open up the doors to these people so that they can pursue new skills."

Since the community college traditionally offers curricula tied to the labor needs of local employers, "It made eminent sense to follow this approach to retraining," Papale adds.

Continues Whitworth, "We offer them counseling and assessment and help them select a program that's right for them. Some might be taking only one course, maybe resume writing, high school equivalency or heating and air conditioning. Others are enrolled in a full two-year program, perhaps in computer science or engineering."

The Worker in Transition program is designed to serve 5,000 people, and "the commissioners have guaranteed these people can complete a two-year associate's degree provided they had enrolled by December 1983," Whitworth says.

"The commissioners are about to pass another budget that includes at least another $1 million for the students," says Papale. The final bill for the program is expected to reach between $3 and $3.5 million.

None of the dislocated workers trained by the college are guaranteed jobs, but they all have access to the college's placement office, and Whitworth plans to track the success of those sponsored under the Worker in Transition program once they finish their studies.

Returning to Work

Przybylek believes the people trained in his department will in many cases find job opportunities through their training. Again, he points to John Belan.

Last December, after nearly two years of unemployment, Belan was hired by a contractor to Westinghouse to perform the work for which he is training.

"A few of my instructors are engineers for Westinghouse," he says. "At one point they took our resumes, and a few months later I got a call from this company. There's a chance that the job might be permanent, but I don't know yet. All I know is that after nineteen months I have a job, and I'm ecstatic."

The Dislocated Worker:
Preparing America's Work Force for New Jobs

An unemployed man in Kokomo, Indiana, attacks an unemployment service clerk, then bursts into tears of remorse. A Bethlehem Steel worker can't bring himself to break the depressing news of his layoff to his family. A worker who has not had to look for a job in more than 30 years laboriously composes a resume.

These are dislocated workers. Their plight typifies the economic, personal and psychological hardships of thousands who are being forced from jobs they've held for years—sometimes decades—because of sweeping changes in America's technology, production and marketing. Today's displaced worker is mostly blue-collar, a veteran of the so-called "smokestack industries"—steel, auto, rubber and metal fabrication—that once formed the backbone of America's industrial machine. Often the elite of the labor force, they are the victims of an industrial restructuring that has destroyed many of the jobs they once performed.

The Dislocated Worker: Preparing America's Work Force for New Jobs, is a new National Alliance of Business book, based on the National Conference on the Dislocated Worker, convened by the Alliance in Pittsburgh in April 1983, that examines the causes of worker displacement in the context of national economic changes. It discusses the promising, though scattered, efforts already underway to help dislocated workers, and outlines more far-reaching steps that can be taken with assistance of the federal Job Training Partnership Act.

To purchase copies through the NAB Clearinghouse, send a check, money order or purchase order for $19.95 for hard cover, $12.95 for paperback, to the National Alliance of Business, 1015 15th Street, N.W., Washington, D.C. 20005.

Showcase

Marketing Key to New Bedford's Dislocated Worker Effort

A highly decentralized program to put dislocated workers back into the labor force is developing in New Bedford, Massachusetts, where the Office for Job Partnerships, guided by the local private industry council, won job training funds for serving dislocated workers. Their proposal pulls together the resources of three unions, a community agency, and the local job service office.

Because lay-offs in the New Bedford and Cape Cod areas are not concentrated into a single industry or manufacturing site, the effort has required vigorous marketing to promote the program to a diverse group of employers and workers.

New Bedford's labor market is characterized by small manufacturers, often employing fewer than 50 people. While the closing of one small plant does not rock the commmunity the way massive lay-offs do, the area has had many such closings in the last several years. The effects add up and, because there is no single employer or union involved, they also pose an organizational challenge for any group trying to help laid-off workers.

'They Need Jobs, Not Food Coupons'

Last year, when the United Auto Workers appealed to area residents to donate food coupons to laid off workers, one member of the local private industry council reacted angrily. "They need jobs, not food coupons," stormed Barbara Dubin, owner of two businesses and a long-time educator. She urged a more permanent solution to the employment situation, not a Band-Aid approach. The council adopted the cause, applied for state money, and began enrolling people in group job clubs in January 1984.

Titled the "Reliable Worker Re-Employment Campaign," the New Bedford program offers employers a hiring pool of experienced, productive and reliable employees.

Laid-off workers receive intensive job hunting assistance and the opportunity to build a network of support and referral with other people through job workers assistance centers that are spread throughout the labor market area.

While not dramatically different from many other programs around the country, the New Bedford approach is distinguished by a concerted effort to use publicity to familiarize employers and workers with the program and a decentralized operation that marshals the resources of a variety of groups. The name itself capitalizes on a key marketing principle—stressing the benefits of reliable workers and re-employment—rather than describing features such as workshops for dislocated workers.

From the beginning, the program staff has worked hard and successfully to obtain favorable newspaper coverage. Articles, often carried in the business section rather than the feature section, have illustrated the benefits of the effort to both workers and employers.

The Office for Job Partnerships also contracted with the National Alliance of Business New England regional service office for assistance in the marketing campaign. They launched their campaign to sell employers on the "reliable worker" concept in early April at a kick-off breakfast for more than 70 prominent business people. The message was clear: Laid-off workers were once productive employees, and they can be again. Companies benefit by hiring people with a track record.

As part of their service to employers, the Partnerships office aims for a 24-hour turn around on hiring referrals. As an added incentive to hiring, employers are fully informed about the wage reimbursements they can receive for on-the-job training.

Recruiting Workers

Recruiting workers, as well as employers, has been a major goal of the public relations campaign. Dan Roderigues, program director and executive vice president of the Office for Job Partnerships, does not mince words when he discusses the current worker recruitment problems.

"We've worked vigorously with the Employment Service, particularly by talking with people who are in to pick up their unemployment checks," he says. "But we have to talk to 40 to 50 people to get one to enroll. The typical response is 'Hey, leave me alone. I'm collecting unemployment; when it runs out maybe I'll talk to you.'"

Favorable newspaper coverage has not yet filled job search classes at the five assistance centers now operating. Although similar programs in other parts of the country indicate that people who spend two weeks, full-time looking for work usually find jobs.

Roderigues believes that many laid-off workers are initially skeptical about the value of such a program. The problem is further compounded by their lack of recent job-hunting experience and the difficulty of proving their worth to potential workers when they are discouraged about being unemployed.

He admits that well-intentioned state policies may hamper their recruitment efforts: job seekers must be out of work at least 15 weeks to be eligible for the program. The policy aims to ensure that those out of work the longest have first crack at assistance, but New Bedford's recruitment problems suggest that once out of work for three months, many people lose momentum and wait until their benefits run out before they start to look for a job.

Roderigues hasn't hit upon a solution to this problem, but NAB consultant Bert Cullen, who has run similar group job clubs before, believes that once "graduates" begin to get jobs, there will be a ripple effect in the community and others will become interested in the program.

Another obstacle to recruitment, says Roderigues, is the fact that many of the area's laid-off workers were not in high-paying jobs in the first place. Most earned $10,000–12,000 a year before taxes, and unemployment checks provide them with a similar income. If there were a larger discrepancy between the workers' previous incomes and their unemployment benefits, he believes, they might be inclined to seek work sooner.

Working together to help New Bedford's campaign to re-employ workers are, from left, Joseph Fischer, New England regional vice president for the National Alliance of Business; New Bedford Mayor Brian J. Lawler, and Massachusetts' Secretary Evelyn F. Murphy, Executive Office of Economic Affairs.

Getting the Word Out

The re-employment campaign hasn't found a recruitment panacea, but Roderigues hasn't given up. The strategy: keep working the unemployment line, flagging the checks and files of those who have been unemployed more than 15 weeks,and directing people to the employment service staff person who can explain the virtues of the program.

He has also been refining other marketing techniques. A poster campaign, radio ads and a telemarketing effort began in early April. While phone calls to eligible workers had been made earlier, the new effort provides callers with a script to use to describe the program, along with answers to objections that potential participants might raise.

Success will also help get the word out. Nearly two-third of the people who finish the two-week workshop find private sector jobs.

The New Bedford program is refining its worker recruitment efforts, but not at the expense of its business outreach. "One of the best ways to recruit clients is to recruit businesses," says Ron Gemache, marketing products specialist. That way the re-employment campaign can sell workers on the real benefits of participation: employer connections.

National Alliance of Business
P.O. Box 7207
Washington, D.C. 20044
202/289-2924

NAB Clearinghouse Quarterly Order Form

Date _____

SHIP TO:
Name _____
Title _____
Organization _____
Address _____
_____
City/State/Zip _____
Telephone _____

BILL TO:
P.O. # _____
Name _____
Title _____
Organization _____
Address _____
_____
City/State/Zip _____
Telephone _____

☐ Enclosed is my purchase order, check or money order made payable to the National Alliance of Business.

☐ Bill me, charging for additional postage and handling.

☐ Please contact me with information about NAB's Consulting Service for Firms Planning Workforce Reductions.

Check box(es) that are applicable:

☐ State Training Council (SJTCC)
☐ Private Industry Council (PIC)
☐ SDA Grant Recipient
☐ SDA Administrative Entity
☐ SDA Program Operator

For above are you:
☐ Chair ☐ Member ☐ Director ☐ Staff

☐ Business
☐ Education
☐ CBO/Nonprofit
☐ Government
☐ Other _____

Quan	Cat. #	Title	Unit Price	Total	NAB Use
	S6 S6-11	**NAB CLEARINGHOUSE QUARTERLY** One-year, 4-issue subscription Single issue on dislocated workers (Vol. 1, No. 1)	$40.00 $12.50		
	R1200-26	**PLANNING FOR WORKER RE-ADJUSTMENT:** A Technical Assistance Guide for States	$10.00		
	R-1958	**PLANNING FOR WORKFORCE REDUCTIONS:** A Technical Assistance Guide for Employers	$15.00		
	R703-46	**THE DISLOCATED WORKER:** Preparing America's Workforce for New Jobs	$12.95		
	R408-0515	**DISLOCATED WORKER TRAINING PROGRAMS UNDER JTPA** (Technical Report, Vol. 2, No. 9)	$3.75		
	R78-26	**WORKER ADJUSTMENT TO PLANT SHUT DOWNS AND MASS LAYOFFS:** An Analysis of Program Experiences and Policy Options	$8.95		
		Subtotal			
		▸Postage/Handling		▸1 50	
		Total			

▸Exact postage will be added for invoiced orders

CA _____ CN _____ DF _____ P _____ I _____ HQ _____ RSO _____

SP

The NAB Clearinghouse

The NAB Clearinghouse offers you a fast and easy way to find out what other people are saying and doing in the employment and training areas which interest you most. Established in 1979 at the request of the U.S. Department of Labor, the NAB Clearinghouse collects, analyzes, and disseminates information about job training programs and partnerships involving employers, local and state governments, schools, organized labor, and community organizations. Ongoing research, program and reference databases, and a comprehensive library collection enable the Clearinghouse to serve the diverse information needs of employers, educators, program administrators, and employment and training professionals.

Examples of Clearinghouse **Bulletins** are included in this issue of the **NAB Clearinghouse Quarterly**. Hundreds more of these model program descriptions are available on a variety of topics, backed up by information on thousands of other innovative program ideas. Expert researchers use these program databases to help you design, implement, and evaluate programs to meet your individual needs. The NAB Clearinghouse database also contains abstracts of thousands of technical assistance materials, policy and research studies, model contracts, directories, and articles which are available to you through customized database searches performed at your request by Clearinghouse staff.

The NAB Clearinghouse also conducts the only complete survey of private industry councils and service delivery areas nationwide. Analytical reports of survey findings track Job Training Partnership Act progress and trends and let you compare your area's programs to others.

The NAB Clearinghouse is your source of authoritative, complete, up-to-date information to meet your individual needs.

The NAB Clearinghouse
Help is only a phone call away
(202) 289-2910

The NAB Clearinghouse

Help is only a phone call away.
(202) 289-2910

The National Alliance of Business (NAB) is an independent, non-profit corporation working in partnership with business, labor, government, education and community groups to reduce the unemployment problems of economically disadvantaged youth and adults. NAB's primary mission is to encourage private businesses to provide jobs and training for these unemployed people.

National Alliance of Business

1015 15th Street, N.W.
Washington, D.C. 20005
202/457-0040

Non-Profit Organ.
U.S. Postage
PAID
Washington, DC
Permit 2594